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ABSTRACT

Focusing on the basic skills of reading and mathematics, identified as major problems by a fall 1973 needs assessment of the Minneapolis Public Schools, more than 600 Title I supported staff worked to improve the achievement of these children in 43 public and parochial schools. Attempts to measure impact were made, and a number of individual projects were evaluated. Substantial gains for children in grades 7-9 were noted, but these gains could not be attributed solely to the Title I effort. Gains were also noted for several projects involving elementary school children. Three of the five program objectives for 1973-74 were reached. Title I children in 1973-74 did at least as well as Title I children in 1972-73. Title I children maintained their distance relative to non-Title I children. Students in secondary school programs made substantial gains. Long term test score trends showed growth in grades 1-3 for Title I and non-Title I schools. Achievement trend lines for grade 5 and 6 appear flat. Data were not available for grade 4. Evidence suggests that although Title I children in Minneapolis are not falling further behind their non-Title I classmates, changes in student populations suggest that the gap will widen. Recommendations are made. (Author/BJG)

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THE TITLE I, ESEA PROGRAM IN MINNEAPOLIS: 1973-74

AN EVALUATION

This report was produced with the assistance of Title I, ESEA funds

Ideas expressed in this report do not necessarily reflect the official position of the Minneapolis Public School Administration nor the Minneapolis School Board.

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Minneapolis Public Schools

The Title I, ESEA Program in Minneapolis 1973-74
An Evaluation

Summary

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In 1973-74 the Minneapolis Public Schools were in the midst of extensive desegregation and administrative decentralization programs. In this context, about 10,600 children were identified as eligible to receive Title I, ESEA services.	17-22
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* * *

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THE TITLE I, ESEA PROGRAM IN MINNEAPOLIS: 1973-74

AN EVALUATION

THE CITY OF MINNEAPOLIS

The program described in this report was conducted in the Minneapolis Public Schools. Minneapolis is a city of 424,000 people located on the Mississippi River in the southeastern part of Minnesota. With its somewhat smaller twin city, St. Paul, it is the center of a seven-county metropolitan area of over 2,026,000, the largest population center between Chicago and the Pacific Coast. As such it serves as the hub for the entire Upper Midwest region of the country.

The city, and its surrounding area, long has been noted for the high quality of its labor force. The unemployment rate in Minneapolis is lower than in most major cities, possibly due to the variety and density of industry in the city as well as to the capability of its work force. The Twin City metropolitan area unemployment rate in June of 1974 was 4.0%, compared with a 5.2% national rate for the same month. As the economic center of a prosperous region, rich in such natural resources as forests, minerals, water power and productive agricultural land, Minneapolis attracts commerce and workers from throughout the Upper Midwest region. Many residents are drawn from the neighboring states of Iowa, Wisconsin, Nebraska and the Dakotas as well as from the farming areas and the Iron Range region of outstate Minnesota.

More Minneapolitans (32%) work in clerical and sales jobs than in any other occupation, reflecting the city's position as a major wholesale-retail center and a center for banking, finance and insurance. Almost as many (26%) are employed as craftsmen, foremen and operatives, and 23% of the work force are professionals, technicians, managers, and officials. One out of five workers is employed in laboring and service occupations.

Minneapolis city government is the council-dominated type. Its mayor, elected for a two year term, has limited powers. Its elected city council operates by committee and engages in administrative as well as legislative action.

Minneapolis is not a crowded city. While increasing industrial development has occupied more and more land, the city's population has

declined steadily from a peak of 522,000 in 1950. The city limits have not been changed since 1927. Most homes are sturdy, single family dwellings built to withstand severe winters. Row homes are practically nonexistent even in low income areas. In 1970, 48% of the housing units in Minneapolis were owner-occupied.

Most Minneapolitans are native-born Americans, but about 35,000 (7%) are foreign-born. Swedes, Norwegians, Germans, and Canadians comprise most of the foreign-born population.

Relatively few non-white citizens live in Minneapolis although their numbers are increasing. In 1960 only three percent of the population was non-white. The 1970 census figures indicate that the non-white population had more than doubled (6.4%) in the intervening 10 years. About 70% of the non-whites are black. Most of the remaining non-white population is American Indian, mainly Chippewa and Sioux. Only a small number of residents from Spanish-surnamed or Asian origins live in the city. In 1970 non-white residents made up 6% of the city's population but accounted for 15% of the children in the city's elementary schools.

Minneapolis has not reached the stage of many other large cities in terms of the level of social problems. It has been relatively untouched by racial disorders or by civil unrest. Crime rates are below national averages.

One's first impression is that Minneapolis doesn't really have serious problems of blight and decay. But the signs of trouble are evident to one who looks beyond the parks and lakes and tree-lined streets. As with many other larger cities, the problems are focused in the core city and are related to increasing concentrations there of the poor, many of them non-whites, and of the elderly. For example, nine out of 10 black Americans in Minneapolis live in just one-tenth of the city's area. While Minneapolis contains 11% of the state's population, it supports almost 31% of the state's AFDC families.

There has been a steady migration to the city by American Indians from the reservations and by poor whites from the small towns and rural areas of Minnesota. They come to the "promised land" of Minneapolis looking for a job and a better way of life. Some make it; many do not. The American Indian population is generally confined to the same small geographic areas in which black Americans live. These same areas of the city have the lowest median incomes in the city and the highest concentrations of

dilapidated housing, welfare cases, and juvenile delinquency.

The elderly also are concentrated in the central city. In 1970, 15% of the city's population was over age 65. The elderly, like the 18 to 24 year old young adults, live near the central city because of the availability of less expensive housing in multiple-unit dwellings. Younger families have continued to migrate toward the outer edges of the city and to the surrounding suburban areas.

THE MINNEAPOLIS SCHOOLS

In Minneapolis, 65,456 children go to school. Most of them, 57,715, attend one of the city's 100 public schools; 7,741 attend non-public schools.

The Minneapolis Public Schools, headed by Dr. John B. Davis, Jr., who became superintendent in 1967, consist of 66 elementary schools (kindergarten-6th grade), 15 junior high schools (grades 7-9), nine high schools (grades 10-12), two junior-senior high schools, and eight special schools. Nearly 3,500 certificated personnel are employed.

Control of the public school system ultimately rests with a seven-member board which levies its own taxes and sells its own bonds. These officials are elected by popular vote for staggered six-year terms. The superintendent is selected by the board and serves as its executive officer and professional adviser.

Almost 40 cents of each local property tax dollar goes to support a school system whose annual operating general fund budget in 1974-75 is $78,008,036 up from $75,493,430 in 1973-74. Minneapolis received federal funds totaling 11.4 million dollars in 1973-74 from many different federal aid programs. The Elementary and Secondary Education Act provided about 5.1 million dollars, of which more than 4.1 million dollars were from Title I funds. The adjusted maintenance cost per pupil unit in the system was $1,038 in 1972-73 while the range of per pupil unit costs in the state for districts maintaining elementary and secondary schools was $548 to $1,316.

One of the superintendent's goals has been to achieve greater communication among the system's schools through decentralization. Initially,

two "pyramids" or groups of geographically related schools were formed. First to be formed, in 1967, was the North Pyramid, consisting of North High School and the elementary and junior high schools which fed into it. In 1969 the South-Central Pyramid was formed around South and Central High Schools. Each pyramid had an area assistant superintendent as well as advisory groups of principals, teachers, and parents. The goals of the pyramid structure were to effect greater communication among schools and between schools and the community, to develop collaborative and cooperative programs, and to share facilities and expertise of teachers.

In the summer of 1973, decentralization was carried one step further when the entire school district, with the exception of five schools involved in an experimental program called Southeast Alternatives, was divided into three areas. Each of these areas--East, West, and North--is headed by an Area Superintendent who has autonomous decision-making power within the guidelines of school district policies and philosophies.

Based on sight counts on October 16, 1973 (compiled by the Information Services Center of the Minneapolis Public Schools) the percentage of black American pupils for the school district was 11.7%. Nine years before, the percentage was 5.4%. American Indian children comprised 4.3% of the school population in 1973, more than double the proportion of nine years ago. Although some non-white pupils were enrolled in every elementary school, non-white pupils were concentrated in two relatively small areas of the city. Of the 66 elementary schools, 12 had more than 30% non-white enrollment and seven of these had over 50%. There were no all-black nor all-white schools. Eighteen elementary schools had non-white enrollments of less than 5%.

The Minneapolis School Board-approved desegregation plan involving two-way busing took effect in secondary schools in September 1973 and elementary schools in September 1974. This plan was designed to achieve racially "balanced" schools.

The proportion of school age children in AFDC homes has more than doubled from about 12% in 1962 to 28% in 1972.

While the median pupil turnover rate for all the city schools in 1974 was about 26%, this figure varied widely with location. (Turnover rate is the percentage of students that comes new to the school or leaves the school at some time during the school year, using the September enrollment as a base figure.)

THE TITLE I TARGET AREA AND ITS SCHOOLS

The Target Area is part of the city of Minneapolis in which schools are eligible for programs funded under Title I of the Elementary and Secondary Education Act (ESEA). In 1973-74, a school was eligible to receive Title I aid if the percentage of families within the school attendance area receiving AFDC payments in excess of $2,000 a year, or having an annual income under $2,000, exceeded the citywide percentage for families in those categories. (More detail on eligibility is given on pages 17 and 18).

According to 1970 census data, more than 170,000 persons resided in the Target Area. Of that group, 11% were black and 3.5% were Indian, more than double the citywide percentage of minority group members. More than half of the Target Area residents over 25 years of age had not completed high school, compared to 35% of the non-Target Area residents who did not have high school diplomas. One out of five Target Area residents over the age of 25 had gone to college, and nine percent had completed four or more years. One out of four non-Target Area residents had gone to college, and 15% had completed four or more years of college.

The income for an average Target Area family was $9,113 in 1970, about $2,000 less than the citywide average. The homes in which they lived had an average value of $10,385, about 40% less than the average value of a single family residence in Minneapolis. Twenty percent of Target Area children between the ages of 6 and 17 were members of a family that had an income below the poverty level, while only six percent of the non-Target Area children were members of such families.

In 1973-74, in the 25 elementary schools, seven junior highs, and ten non-public schools that received Title I aid there were 19,734 students. One-third of these students were from minority ethnic groups. About 10,500 students were eligible to receive Title I program benefits. Title I Target Area schools generally experience a much higher turnover rate; in fact only four of the Target Area schools had turnover rates less than the city median. Compared with the city, the median for the Target Area schools was about 43%.

Table 1 on page 7 lists the Target elementary, secondary and non-public schools for each year since 1965-66, when Title I funds became available. The table shows that 14 of the 25 public elementary Target schools in 1973-74 have been designated as Target schools every year since 1965-66. Four junior high schools and four non-public schools have been designated as Target schools consistently since 1965. The three senior highs which received Title I services from 1965 to 1972 are no longer served due to limited funds and state guidelines which require that elementary children be served before older students.

In Minneapolis, in 1973-74, there were a total of 66 elementary schools, 15 junior high schools, 11 senior high schools, 27 parochial schools and 8 special schools. Thus, about one-third of all Minneapolis schools were designated as Title I schools for the year.

This section has described the City of Minneapolis, its schools, and its Title I Target schools. In the next section, a brief historical review of Title I programs in Minneapolis, and how they developed, is given.

Table 1
Minneapolis Title I Schools
1965-1974

Elementary	65-66	66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74
Adams	X	X	X	X	X	X	X	Closed	
Bancroft						X	X	X	X
Blaine	X	X	X	Closed					
Bremer	X	X					X	X	X
Calhoun								X	X
Clinton	X	X	X	X	X	X	X	X	X
Corcoran	X	X	X	X	X	X	X	X	X
Douglas								X	X
Emerson	X	X							
Grant/Bethune	X	X	X	X	X	X	X	X	X
Greeley	X	X	X	X	X	X	X	X	X
Hall	X	X	X	X	X	X	X	X	X
Harrison	X	X	X	X	X	X	X	X	X
Hawthorne	X	X	X	X	X	X	X	X	X
Hay	X	X	X	X	X	X	X	X	X
Holland								X	X
Irving	X	X	X	X	X	X	X	X	X
Lowell	X	X				X	X	X	X
Lyndale		X	X	X	X	X	X	X	X
Madison	X	X	X	X	X	X	X	X	X
Mann	X	X	X	X	X	X	X	X	X
Marcy	X	X							
Monroe	X	Closed							
Motley	X	X	X	X	X	X	X		
Pratt	X	X	X	X	X	X	X		
Pierce	X	Closed							
Prescott							X	X	X
Putnam								X	X
Seward	X	X	X	X	X	X	X	X	X
Sheridan	X	X	X	X	X		X	X	X
Warrington	X	Closed							
Webster	X	X	X	X	X	X	X	X	X
Whittier			X	X	X	X	X	X	X
Willard	X	X	X	X	X	X	X	X	X
Elementary Total	26	24	21	20	20	21	24	25	25

Table 1 (continued)

Secondary	65-66	66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74
Junior High									
Bryant	X	X	X	X	X	X	X	X	X
Franklin	X	X	X	X	X	X	X	X	X
Jefferson									X
Jordan							X		X
Lincoln	X	X	X	X	X	X	X	X	X
Olson									X
Phillips	X	X	X	X	X	X	X	X	X
Sheridan	X	X	X	X	X		X	X	
Senior High									
Central	X	X	X	X	X	X	X	X	
North	X	X	X	X	X	X	X	X	X
South	X	X	X	X	X	X	X	X	(Ninth grade only)
Secondary Total	8	8	8	8	8	7	9	8	8
Non-public Schools									
Ascension	X	X	X	X	X	X	X	X	X
Basilica	X	X	X	X	X	X	X	X	X
Holy Cross	X						X	X	X
Holy Name						X	X		X
Holy Rosary	X	X	X	X	X	X	X	X	X
Immanuel Lutheran									X
Incarnation									X
St. Anne						X	X	X	X
St. Boniface	X		X	X	X		Closed		
St. Cyril	X		X	X	X		X	X	X
St. Joseph	X	X	X	X	Closed				
St. Phillips	X	X	X	X	X	X	X	Closed	
St. Stephen	X	X	X	X	X	X	X	X	X
Non-public Total	9	6	8	8	7	7	9	7	10
Grand Total	43	38	37	36	35	35	42	40	43

HISTORICAL BACKGROUND OF THE TITLE I PROGRAM IN MINNEAPOLIS

How did the Minneapolis Title I program develop? What services are provided to children? Has the program changed since its beginning in 1965? This section describes the background of the Title I program in Minneapolis and tells how it has changed over the years.

In 1965, in communities across the nation, Title I meant:

- Remedial reading centers
- Family counseling
- Art Action Centers for first graders
- Clothing for low-income children to wear in physical education classes
- Free breakfasts for poor children
- Work-study programs for teenagers

It meant services for children who were "economically, educationally, and culturally disadvantaged," in practical terms, for all children living in Title I eligible areas.

In 1973-74, Title I meant:

- Intensive instruction in reading and arithmetic for children who lived in low income areas who were at least one year below grade level in these subjects
- Emphasis on reaching children of elementary age
- Detailed evaluation of children's progress in reading and arithmetic

Why the change?

When the Elementary and Secondary Education Act (ESEA) was passed in 1965, it was called a "new front" in the "War on Poverty." Educators and legislators assumed that ESEA would offer services to poor children and that the poverty program would provide for low-income adults--health care, social services, cultural opportunities--as well as better education. The assumption was that if poor children got more of the kinds of experiences and services that middle class children typically got, they would do better in school. A brochure about Title I published in 1966 by the U. S. Office of Education, stated:

> Educators who serve children in low income areas of the country now realize that a major reason their youngsters do not succeed in school is a lack of proper food and clothing. They have learned.....of the necessity for special enrichment, cultural and recreational activities to help fill the vacuum in their students' lives. Their new programs also are being geared to overcome the social and emotional inadequacies that are partially responsible for the failure of these youngsters.

But the expectations of those early years were not realized. The wide range of services and programs may have benefited many children, but evidence of measurable gains in school achievement was lacking. Apparently, Title I was trying to do too many things for too many children with too little money. In Minneapolis, for example, the number of low income children in the city rose from 9,000 in 1966 to 14,000 in 1970, but the amount of Title I money stayed about the same.

By 1969, Congress and educators were concerned about Title I:

- There was no proof, from the collection of test data, that Title I programs worked
- In some cases, the schools were providing services--with Title I funds--that were the responsibility of other agencies.

The result was a new emphasis for Title I programs that would make a measurable difference in children's learning of basic skills; in short, an emphasis on reading and arithmetic. It meant concentrating the money on children in lower grades who were just learning these skills. It meant concentrating on children who were already behind or who were most likely to fall behind. It meant limiting the programs to those programs having a direct effect on teaching reading and arithmetic--through extra teachers, better teaching materials, more training for teachers. Fortunately, the federal funding requirements coincided with what Minneapolis teachers wanted from Title I--more help in teaching reading to young children. The Title I Reading Program began in the Minneapolis Public Schools in 1968, in part, because teachers requested it.

Among other changes in programming over the years:

- Title I programs not related to teaching reading or arithmetic were gradually phased out or shifted to local funding.
- Programs in line with new national and local priorities were developed. The most recent addition was a math program for elementary children started in 1972.
- Title I programs for high school students were phased out.
- New programs concentrated services on elementary school children or on junior high students with lowest skills.

(Only two Title I programs--the Lincoln Learning Center and the teacher aide program--have been in continuous operation since 1965. Both have been receiving federal and local funding. The Lincoln Learning Center has been a special program for junior high students who need an intensive program

away from the regular school. The teacher aide program has been training aides to help in reading and math instruction and to take over non-teaching jobs from teachers, who can then spend more time teaching Title I children.)

What Kinds of Programs are Supported by Title I Funds?

Most of the Title I funds have been used in programs which teach children to read. A major effort has been made to teach children to read through the Title I reading program.

The Title I Reading Program. When the Title I Reading Program began in 1968, 20 different reading textbooks were in use in Minneapolis schools. Teachers worried that children who moved from school to school--as many inner city children do--would get confused and lose ground. So the first step was to standardize the reading curriculum and teaching methods in all Title I schools.

Then, two more steps were possible. First, a team of reading experts and teachers created instructional materials to go with the adopted books. Second, teachers attended workshops and classes to learn how to use the new materials.

Why new materials? They gave children more practice than the textbooks, and they let children learn in different ways.

In 1973-74, children listened to tapes, built words with letter cards and letter blocks, and played a variety of word games. The idea was to get children actively involved in a lesson and to give teachers more choices in reading skills instruction.

Separate materials have been produced for children in the primary and intermediate grades by two teams of specialists.

Some materials, such as those for kindergarten, built pre-reading skills. There were tests, too, to help teachers decide what lessons a child needed and to measure the child's progress. Finally, to help classroom teachers "put it all together," experienced reading teachers visited classrooms. They showed teachers how to use the materials, how to decide which materials were best for each child, and how to use progress tests.

Teaching materials were produced by the Minneapolis Title I Instructional Materials Center (IMC).

The IMC has been like a print shop. It distributed to teachers all materials designed by the Title I reading teams. And it produced "little

books" written by teachers, as well as games, worksheets, tests--all colorful and original. Rapid production for low cost has been the IMC's specialty. If the writing team prepared a game, for example, it was printed, packaged and readied for delivery in one day.

A lot has been going on to help kids learn to read. But while they've been learning, what happened to 5th graders who were asked to read from a 5th grade science or math book, but whose reading achievement was at the 2nd or 3rd grade level? To help these students, the Title I Cassette Program was started in 1969 at Clinton Elementary School. The idea was to record lessons on cassette tapes, so the children could learn by listening.

It worked so well that soon teachers at the other Title I schools wanted cassette lessons. So the Cassette Program was moved to the IMC, where the staff had experience in mass production and distribution of teaching materials. In 1972-73, the Cassette Program supplied each Title I elementary school with 300 cassette tape lessons, all catalogued and ready for teachers to check out, just like library books. Another 100 tapes were distributed in 1973-74. Each school was assigned a specially trained teacher aide to maintain its library.

The Cassette Program has provided tapes on language arts, literature for listening, math, science, and social studies. Tapes have been made to go with the basic reading books, too.

Children liked the taped lessons because they could use them by themselves. Teachers liked the flexibility they allowed. One group of children used the tapes while the teacher worked with another group.

In spite of these concentrated efforts to help them in regular classrooms, there were some children in grades 4 through 9 who still were nonreaders or who read at the first grade level. These children were embarrassed at their failures and did not seem to profit from the classroom reading program. That's where the Basic Skill Centers came in.

The Basic Skill Centers (BSC). In 1968, the Minneapolis Schools opened two Basic Skill Centers to help "older" children in Title I schools learn to read. The Centers operated mainly with local funds, however, teacher aides--an important part of the program--were paid with Title I funds.

The Centers served about 600 children a year in grades 4 through 9 in 1973-74. These children spent 40 minutes each school day at a Center--

part of the time in a classroom--the rest with a number of teaching machines.

The first grade books, originally used in the program, were found to be too childish even for 4th graders, let alone for junior high students. So Center staff had to start from scratch. The new curriculum has been called simply, "The Beginning Reading Program." It was conveyed to the children by film strips and cassette tapes made by the BSC Staff and used in machines that looked like small TV sets. Programs for other machines, including the Talking Typewriters, and lessons and games for the classroom, were coordinated with the Beginning Reading Program.

Where did the teacher aides come in? They tutored children in the Center's classroom. And they helped children with all the machines--answering questions, encouraging, providing an essential human element.

The Title I Math Program. The Title I Math Program has been a new effort. It began in 1972 with the same approach used for reading--getting all Title I schools to use the same series of books. Then a Title I Elementary Math Team of teachers developed games and cards that teachers in kindergarten through grade three used to help Title I students learn arithmetic by what is called "the discovery approach." That meant helping the child discover for himself how math works.

The Math Team has helped primary teachers use the discovery method in three ways: team members taught in-service training courses--more than 300 teachers have been trained so far; team members visited classrooms and demonstrated teaching skills; the Team made colorful new teaching materials that were mass produced at the Instructional Materials Center for much less than commercial cost.

Beyond elementary school, Title I programs have reached out to older youth in need of help with basic math and reading.

The Mathematics Basic Skills Development Project. The Math Basic Skills Development Project served all Title I Junior Highs. Students were tested at the end of sixth grade. Those who were behind in math were assigned to special classes. Then, they took more tests to find the exact areas in which they needed help.

Teams of experienced inner-city teachers prepared curriculum units for each topic. Wookbooks on fractions, decimals, percents and five kinds of measurement were used. Metric measurement skills were introduced

in some units. Workbooks on adding, subtracting, multiplying and dividing were planned.

Since many of the students with poor math skills were also poor readers, the new units were designed to require little reading.

The new workbooks have a small number of pages. Instead of facing a book with 500 pages, a student got one with 39 pages. He felt a sense of accomplishment when he finished a book in a few days.

The Title I Reading Programs in the Junior Highs. There was no single remedial program for Title I junior highs.

Some schools sent students to the Basic Skill Centers for help. Most schools operated remedial math and English classes in their buildings. Phillips Junior High, for example, used the reading materials created by the Job Corps for men and women with poor reading skills. Specialists at Phillips adapted the materials for their students and added several thousand selections.

Bryant Junior High and the ninth grade at North High used a different approach. Their remedial reading classes met in mobile vans parked outside each school.

The vans contained Dorsett teaching machines--the TV-like machines also used in the Basic Skill Centers. The lessons were different than those used at the BSC, however. They took up where the others left off, at about the 4th grade level, and were aimed at helping students to learn new words and to understand more of what they read. Each van served about 280 students a year. A teacher and an aide worked in each van.

Lincoln and Bryant Junior Highs used Title I funds to support satellite schools called the Lincoln Learning Center and the Bryant Youth Educational Support Center (YES). These satellites were for students who learned better in small classes away from a regular school.

Teacher Aides. Each Title I school received extra funds which the faculty used to plan special programs for the school's educationally disadvantaged children. Funds were used to offer Title I children more individual attention and special materials than were possible within the regular school programs.

Every school used some of its funds to hire extra teacher aides. There were about 1,200 aides working in the Minneapolis Schools in 1973-74. One-third of them were paid by Title I funds. These aides made it possible

for teachers to spend more time actually teaching Title I children.

An aide's job depended on experience and training. Experienced aides--some have been on the job for six or seven years--actually helped children with reading and math lessons under a classroom teacher's supervision. New aides took over more routine but important tasks such as correcting tests, making worksheets, and operating equipment.

Most elementary Title I schools also hired extra reading and math teachers to conduct special classes for Title I children.

Non-Public Schools. How did non-public schools fit into the Title I program? Educationally disadvantaged children who lived within the attendance area of a Title I public school received Title I services even if they attended a non-public school.

In 1973-74, about 1,000 children in grades 1 through 8 at ten Minneapolis non-public schools received special education services and extra help in reading and math, thanks to $146,178 in Title I funds.

At Ascension School, Title I funds were used to hire five teacher aides and two extra reading and math teachers, and to buy educational materials and equipment. These people and materials were housed in Ascension's "Title I Resource Center" for children in grades one through three. Each half-hour throughout the school day, small groups of children left their regular classrooms and came to this Center. Their classroom teachers decided what kinds of extra help they needed and assigned activities.

In the Center, the Title I teacher and aides used records, cassette tapes, talking alphabet cards, math games, card games, worksheets and little books to help the children learn. Many of these materials were provided by the Instructional Materials Center.

Title I reading and math programs were many and varied. They were developed to meet the specialized needs of students. For a more detailed description of each project see the section on Evaluation Summaries of Individual Title I Projects, starting on page 28.

HOW ARE THE TITLE I PROGRAMS PLANNED?

Title I programs have been planned and funded one year at a time, based on approval of a detailed annual application submitted to the State of Minnesota Department of Education, which has administered Title I funds for

the Federal government. The Office of Planning, Development and Federal Programs of the Minneapolis Public Schools has coordinated the planning, which has involved the efforts of the principal and staff in every Target public and participating non-public school, the Title I Parent Advisory Committee, Area superintendents, and top administrative staff of the Minneapolis Schools. (The Areas are groups of schools that were organized into decentralized planning and administrative units in 1973-74 with an area superintendent responsible for the overall program in each area.)

In addition to state and federal guidelines and suggestions of staff and parents, a needs assessment has been conducted each year. This section describes the Parent Advisory Committee, the needs assessment procedures, and the number of children eligible to receive Title I services.

The Parent Advisory Committee

The Minneapolis Public School Parent Advisory Committee (PAC) was established in 1970. It has grown from 8 members in 1970 to 67 representatives and alternates in 1973-74. The PAC represented 25 public elementary schools, 10 non-public elementary schools, and 7 secondary public schools in 1973-74.

Initially, 8 members were appointed by the Schools' Federal Programs Office with the help of administrators in the field. According to the PAC constitution, all members are selected by the principals of participating schools of the Title I program. The members selected by a participating school have usually consisted of one delegate and an alternate with only one vote for each participating school. A delegate or alternate may consist of a husband and wife combination. The term of office has been two years.

The intent has been to select PAC members who have children eligible to receive Title I program assistance. In 1973-74, more than half of the PAC was composed of Title I parents. No professional staff of the Minneapolis Public Schools served as voting members of the PAC.

The objective of the committee has been to assist in planning, implementing, and evaluating Title I programs, using all available means and lines of communication to help children eligible for Title I programs.

Eleven meetings were held between July 1, 1973 and June 30, 1974. Meetings were held on the third Wednesday of each month. During the 1973-74

school year the average attendance at PAC meetings was 28. Minutes were kept and are available for each meeting.

A review of the agenda for the meetings showed that the Committee concerned itself with subjects such as Title I student eligibility, budget, needs assessment, comparability, evaluation, goals and objectives, and Title I legislation. In addition, programs were visited and reported on, and the function and role of the PAC was discussed. In general, PAC members were deeply involved in all aspects of the Title I program. Each member signed and approved the Title I application for funds.

In September 1974, all PAC members and alternates were surveyed to obtain information for improving Title I programs and PAC activities. Questionnaires were answered anonymously.

Twenty-six responses were received. This response appears to represent about two-thirds to three-fourths of all regular committee participants; some alternates were not called on to attend meetings and thus had little knowledge about PAC activities. Eighty-one percent of the respondents were regular members; 19% were alternates.

Three out of four respondents said they had attended all, or nearly all, PAC meetings during the year. Fifty-three visits were reported, covering sixteen sites.

In general, responding PAC members appeared to have a favorable view of the Minneapolis Title I program. More than eight out of ten members reported that they had a clear understanding of the purpose of the PAC and that they had a good picture of the Title I program operating in the school they represented.

PAC member reactions describing likes, dislikes, and suggestions for improvement are given in Appendix A.

Needs Assessment

All children in Title I schools in October 1973 were assessed by their classroom teachers to determine if they were eligible to receive Title I program benefits. Each teacher used the State Wide Needs Assessment Forms developed by the Title I Office of the State of Minnesota Department of Education.

The form had four categories: achievement test scores in reading and math, teacher judgment of pupils' reading and math status, teachers ratings of pupils' work habits, and teacher ratings of pupils' behavior and adjustment. Each of the judgment categories had a four point scale on

which teachers rated a child to be excellent, average, poor or serious.

Test scores accounted for up to 30 points while teachers' judgment of reading and math status accounted for up to 60 points. Work habits and behavior/adjustment had a maximum of 10 points assigned. It was possible for a child to have a maximum score of 100 on the basis of weightings assigned to each category. Thus, teacher judgment was the major determining factor in the needs assessment, accounting for up to 70% of the total index. In grades K-4 test scores were not included in the index; teacher judgment was the sole determining factor.

A sample of the form used for grades 5-6 is shown on pages 19 and 20.

Any student who received a score of 35 or more was eligible for Title I program benefits.

Minnesota Department of Education

NEEDS ASSESSMENT WORKSHEET (Intermediate Grades 5, 6)

F24-43 (1-73)
Appendix E

Name of School District _____ Attendance Area (building) _____

Name of Teacher _____ Public ____ Non-Public ____ (check one)

Name of Test (Column 3) _____ Form Used _____ Date Administered _____

Norm Used _____

1	2	3				4		5	6	7	8
Grade	Name of Child or School File Number	Achievement Test Scores				Teacher Judgement About Pupil Status		Work Habits	Behavior & Adjustment	Nutrition Health Status	Composite Score
Grade as of September 1 current school year		At or above grade level (0) Less than 1 full year below grade level (0) Bet. 1&2 yrs. below grade level (7) More than 2 yrs. below grade level (15)				Excel. (0) Avg. (0) Poor (15) Serious (30)	Excel. (0) Avg. (0) Poor (15) Serious (30)	Excel. (0) Avg. (0) Poor (3) Serious (5)	Excel. (0) Avg. (0) Poor (3) Serious (5)	Enter a check mark if there is a serious problem.	Sum of all weighted values.
		Reading Comprehension		Math Computation							
	Last First	a) Raw Score	b) Value	c) Raw Score	d) Value	Reading	Math				

19 27

DIRECTIONS FOR APPENDIX E

Needs Assessment Worksheet (Intermediate Grades 5 and 6)

Column 1 — Enter the grade placement of the child at the time this assessment is being made.

Column 2 — Enter the name of the child in alphabetical order by last name.

Column 3 — Enter the appropriate value for reading comprehension and mathematic computation. For the child who, according to the test scores, is more than 2 years below grade level a value of 15 would be recorded in the appropriate column. The child who has a score between 1 and 2 years below grade level a value of 7 would be recorded in the appropriate column.

Column 4 — This column should reflect the teachers evaluation of the child's progress in Reading and Math as recorded on his report card. A failing or unsatisfactory grade would be considered a serious problem and a value of 30 would be recorded and the next to failing would be considered poor and needs improvement and a value of 15 would be recorded.

Column 5 — Enter the value score that best describes the child. Consider such items as participation in class activities, use of study time, accuracy and neatness.

Column 6 — Enter the value score that best describes the child. Consider such items as dependability, initiative, courtesy and distractability.

Column 7 — A check mark here indicates that the health status of the family and/or the child may be of enough educational significance to interfere with the child's educational attainment.

Column 8 — Enter the sum of the values assigned to the child in columns 3 thru 6 as the composite score.

Schools that can justify a Title I program beyond the 5th grade and desire to include target children in their program above the 5th grade must use the Appendix E form in conducting the needs assessment for the applicable grades. Justification indicates that the needs of all identified target children in lower elementary grades are being met.

Children Eligible to Receive Title I Services

The definition of a Title I eligible child is confusing to many people. Eligibility was determined by two factors: the income level of the school the child attended and the child's own academic standing.

Title I schools were identified first. If the percentage of low income families in the school attendance area was greater than the percentage of low income families throughout the city, then the school was called a "Title I School."

Not all children who attended a Title I school were eligible to receive Title I services. Only those children in Title I schools who were "educationally disadvantaged" received such services. The needs assessment was used to identify educationally disadvantaged children. Children with a needs assessment index of 35 or above were considered educationally disadvantaged in 1973-74. The index was based on a combination of standardized test scores and teachers' ratings.

Table 2 shows that in 1973-74, there were 10,597 children eligible to receive Title I services. This number represented all educationally disadvantaged children who attended schools which were designated as Title I schools.

(It should be clear that not all educationally disadvantaged children were served by Title I. An educationally disadvantaged child who did not attend a Title I school could not be served with Title I funds. In similar fashion, many poor children were not served by Title I. If a poor child was not educationally disadvantaged, he could not receive Title I services, even if he attended a Title I school. Educationally disadvantaged poor children who did not attend Title I schools did not receive Title I services.)

Table 2 also shows that 9,058 (85%) of the 10,597 educationally disadvantaged children in Title I schools had problems in reading--according to their teachers. Slightly fewer, 8,523 or 80%, had problems in math. These percentages are not mutually exclusive; most Title I eligible students had problems in both reading and mathematics.

Two-thirds of all Title I eligible children were in grades K-6.

Table 2

Number of Title I Students by Grade and Program for 1973-74

Grade Level	Total Title I Students[a]	Those Eligible for Reading Program[b]	Those Eligible for Math Program[c]
K	942	446	409
1	1,060	988	930
2	1,150	1,043	938
3	940	863	809
4	1,040	926	931
5	886	821	821
6	1,056	937	893
7	1,395	1,109	990
8	1,194	1,076	994
9	934	849	808
Total	10,597	9,058	8,523

[a]Represents those students who had a Title I needs index of 35 or above

[b]Represents those students who had a Title I index of 35 or above and who were judged poor or serious in reading by their teachers.

[c]Represents those students who had a Title I index of 35 or above and who were judged poor or serious in math by their teachers.

THE TITLE I STAFF

During 1973-74, 173.6 staff positions and 492 full and parttime teacher aides were funded by the Title I program in the Minneapolis schools. An additional 10 staff positions and 32 full and parttime aides were funded by Title I in the parochial schools. Table 3 shows the types of personnel employed and the schools in which they were employed.

Forty-two percent of the staff positions were occupied by supplementary reading and math teachers. Most of the aides employed in the parochial schools were parttime employees.

Teacher aides assisted classroom teachers in non-instructional and instructional classroom activities and performed liaison duties between the school and the community. They took attendance, corrected papers, listened to pupils read, and helped students individually and in groups. Instructional activities occurred under the supervision of a certified teacher.

Supplementary teachers diagnosed specific needs of Title I children in cooperation with the regular classroom teacher. Supplementary teachers planned individualized programs for each child in reading, math, and language development. They supervised and assisted aides, developed supplementary activities to aid children in basic skills and conducted in-service training for teachers.

Job descriptions for aides, supplementary teachers and all other Title I personnel listed in the Table can be found in the 1973-74 Title I project application.

Table 3

Title I Personnel Count by Position for 1973-74

School	Supplemental Reading-Math Teachers	Teacher Aides [1]	Social Work Aides	Clerical	Administrators	SLBP	Other
NORTH AREA SCHOOLS							
Bethune	1	24	1				
Bremer	2	20	1	.4			1.9 (.4 speech therapist, .5 Counselor, 1 math aide)
Hall	1	6	1				1 math aide
Hawthorne	1	13		.2			
Hay	4	16					
Holland	1	17	1				
Lowell	1	13					
Prescott	2	11	1				
Putnam		15	1				
Sheridan		10					
Webster		4	1				
Willard	2	17					
Sub Total	15	166	7	.6			2.9
WEST AREA SCHOOLS							
Douglas	1	12					
Calhoun	1	12					
Harrison	3	7		1			
Lyndale	3	17					
Sub Total	8	48		1			
EAST AREA SCHOOLS							
Bancroft	5	24		1			
Clinton	1.6	13					
Corcoran	3	12					
Greeley	.2	15					
Irving	.2	16					
Madison	1.6	9		3.8			
Mann	5	33		.5		1	.8 (.3 Lib., .5 Soc. Worker)
Seward	3	9					
Whittier	3.0	7		1			
Sub Total	22.6	138		6.3		1	.8

[1] Teacher aides listed are both full and parttime.

Table 3 (continued)

School	Supplemental Reading Math Teachers	Teacher Aides[1]	Social Work Aides	Clerical	Administrators	SLBP	Other
SECONDARY SCHOOLS							
Franklin	1	22	1			1	
Jordan	2	10					
Lincoln	3	6		.4		4.5	
Olson		7					
Sheridan	2	3					
North	1						
Lincoln Lrg. Center	1	5		1	1	5	2.0 (.5 Social Worker, 1.0 community liaison, .5 custodian)
Bryant	5.6	15		1.8			2.0 (tutor)
Jefferson	1	2					
Bryant YES Center	4	7		1	1		1.5 (.5 Social Worker, 1 tutor)
Phillips	4	21	2		.2	10.5	5.5
Sub Total	24.6	98	3	4.2			.5 (2 Teachers for materials development)
SYSTEM WIDE SUPPORT SERVICES							
Basic Skills Center		37			1		4 (Math Resource Teachers)
Elementary Math Team	2	2					1.0 (Math Specialist)
Mobile Learning Centers				1			2.0 (duplicating machine operators)
Math Basic Skills Secondary	1			7	1.6		1.7 (evaluators)
Instructional Materials Ctr.				3	.3		
Research and Evaluation							2.0 (1 disseminator, 1 statistician)
Instructional Supp. Serv. and Dissemination				4	4.5		17 (Reading Resource Team Teachers)
Primary Reading Team		3					5 (Reading Resource Team Teachers)
Intermediate Reading Team							
Sub Total	3	42	-	15	7.4	-	33.2
TOTAL PUBLIC SCHOOL	73.2	492	10	27.1	9.4	11.5	42.4
PAROCHIAL ELEMENTARY SCHOOLS							
Ascension	2	5					
Basilica		3					
Holy Cross		4					All parochial schools share the services of one psychologist (.5 time), one speech pathologist (.5 time), and one SLBP diagnostician (.5 time), also a parttime tutor and parttime clerk.
Holy Name		3					
Holy Rosary	1	3					
Immanual Lutheran	1						
Incarnation							
St. Anne's	2	5					
St. Cyril		3				1	
St. Stephen		6				1	3.0
Total Parochial	6	32					
Grand Total	79.2	524	10	27.1	9.4	12.5	45.4

EVALUATION OF TITLE I PROJECTS

This section describes approaches to evaluating Title I projects and the Title I program in Minneapolis in 1973-74.

A distinction is made between programs and projects. The Title I program refers to the total, continuing effort to provide compensatory education to Title I eligible children in Minneapolis. Title I projects are specific activities devoted to one aspect of the Title I program, e.g. the Mobile Learning Centers.

Who Evaluates the Title I Program and Projects?

Most Title I evaluation studies are conducted by the Research and Evaluation Department (R and E) of the Minneapolis Public Schools. This Department has emphasized the evaluation of long range program impact. The Department seeks to answer the question: does Title I really make a difference in the achievement of children? Descriptive and evaluative studies of individual projects are also performed by the R and E Department.

Administratively independent of the Office of Planning, Development and Federal Programs, the R and E Department receives Title I funds to hire staff and to contract evaluators.

Monitors, working out of the Office of Planning, Development and Federal Programs, perform certain evaluation activities. Their job is to see that the program operations are carried out in accordance with State, Federal and local guidelines and regulations.

The Title I Parent Advisory Committee also plays a role in evaluation. This committee reviews all evaluation reports and observes Title I projects in action. As the Parent Advisory Committee moves to individual school committee operations in 1975 a new evaluation committee will be formed.

At times external evaluators are contracted to conduct or assist with evaluations.

What Gets Evaluated?

Each year the school district submits an application for Title I funds to the state. The application contains specific program objectives, stated in such a way that progress toward these objectives can be measured. A general plan for evaluation is also submitted.

In 1973-74, considerable discussion about the objectives and the evaluation plan took place. The original objectives were rewritten in August 1973. The evaluation plan was still being discussed in March 1974. Eventually, agreement to follow the state guidelines, which called for using the needs assessment index as a measure of program impact, was reached.

The next three sections describe results of various program and project evaluations. First, results of a number of specific project evaluations are given. Next, progress toward program goals for 1973-74 is given followed by an analysis of long range achievement in the Title I schools. Finally, two measures of program operations or processes are reported. These three sections give a picture of project, program, and operational or management impact.

EVALUATION SUMMARIES OF INDIVIDUAL TITLE I PROJECTS

This section of the report presents the evaluation results for ten Title I projects. Six of the projects served students at specific locations, while two projects were centralized services that operated in Title I Schools throughout the city. One project did not serve students directly but developed math materials and one project operated in ten parochial schools that received Title I funds in 1973-74.

Other components funded by Title I in 1973-74 were not evaluated and thus were not included in this section. Because a three year study of the Minneapolis Title I Reading Program was completed in 1972-73 it was felt that it was not necessary to evaluate the Primary and Intermediate Reading Programs and the Instructional Materials Center (IMC) in 1973-74. Elementary Compensatory Services, which were specific compensatory education programs that operated in each of the 25 Title I elementary schools, were also not evaluated. Instead, evaluation activities in the elementary program area were focused on centralized services or projects that served Title I students from many schools.

In order to familiarize the reader with each project, a four part format is used. It includes a PROJECT PROFILE, an OVERVIEW of the project, KEY EVALUATION FINDINGS, and a BIBLIOGRAPHY. Projects are listed alphabetically.

The PROJECT PROFILE provides a brief outline of the project. It gives the names of the evaluator and the project administrator, and the address and telephone number of the project. It also tells what grade levels were served by the project, how many students and schools participated, how long the project has been in operation, how many and what kind of staff the project had, the amount of Title I funds allocated to the project in 1973-74 and the cost per pupil. Some projects received funding from sources other than Title I so the amount of Title I funds listed in the project profile should not be interpreted as the total budget in all instances. Similarly, the estimated cost per pupil was derived by dividing the amount of Title I funds by the number of pupils, and is not necessarily an accurate reflection of a project's total cost per pupil.

The goals and history of the project are summarized in the OVERVIEW. The KEY FINDINGS section of the project report reviews the evaluation

results for the 1973-74, and, in most cases, for previous years. The evaluation reports from which the key findings were derived are listed in a BIBLIOGRAPHY at the end of each project report. Readers interested in obtaining these reports should write to:

Research and Evaluation Department
Minneapolis Public Schools
807 N. E. Broadway
Minneapolis, MN 55413

BASIC SKILL CENTERS

PROJECT PROFILE

Project Administrator:	Mary C. Kasbohm
Evaluation by:	Sara H. Clark, Research and Evaluation Department
Project Locations:	North Basic Skill Center 1306 Plymouth Avenue North South Basic Skill Center 2500 Park Avenue South
Telephone Numbers:	(612) 521-7694 (North) (612) 339-8839 (South)
Grades Served	4 - 9
No. of Pupils Served:	595
No. of Schools Served:	22
No. of Years in Operation:	6
Staff:	Professional 5, Paraprofessional 36, Clerical 3
Title I Funds:	$136,248
Cost Per Pupil:	$229

OVERVIEW

Two Basic Skill Centers, one on the near North Side, the other on the South Side, were set up in 1968 to help inner city students improve their reading skills. The Centers have been supported for the most part by local school board funds although ESEA Title I funds have provided for the teacher aides.

The goals of the program have included remediation of sub-skill weaknesses, achievement of functional reading levels, and raising the rate of reading growth of children in Target Area schools. Since 1970 the Centers have selected the most disabled readers in these schools, and have developed a new curriculum.

Individualized instruction is provided for grades 4 - 9 using a multi-media approach. Materials by the Centers' staff have been used in conjunction with commercially produced programs during the developmental period. In 1973-74 the Basic Skill Centers Reading Program was used exclusively.

Basic Skills Centers (Cont.)

KEY FINDINGS

July 1968 — The Centers opened for partial operation. The Sullivan Programmed Reading materials (Behavioral Research Laboratory) were used with enrichment programs developed by Center staff.

1968-69 School Year — Gains apparently favored the Experimental group, but generally children in both Experimental and Control groups were further behind at the end of the year. Vocabulary results favored the Control group. There was no control for regression. Stanford Primary Achievement Tests were used.

Summer 1969 — There was no control group, but attendance and Sullivan Books completed correlated significantly with Paragraph Meaning Achievement Test scores when pretest differences were controlled. Possible sampling bias occurred with only 28% of students available for testing.

1969-70 School Year — Gains were not high for either the Experimental or Control groups. Vocabulary gains favored Control group. South Center gains were significantly higher than gains made by North Center students. The Sullivan Placement Test was found to be functioning inappropriately.

1970-71 — Originally, intact classrooms had attended the Centers. In 1970-71 individual children with the greatest need for help were selected. The Stanford Achievement Tests, used since 1968, were discontinued and the Gates-MacGinitie Achievement Tests were used.

Pre-post test results were obtained from 460 of the 701 students who received services from the Centers. Their average length of attendance at the Basic Skill Centers was six months. These students made substantial gains in Reading Comprehension and Vocabulary. About seven out of ten children in this group made gains of one year or more during the six month time span. Learning rate of the Centers' students was better than expected for these educationally disadvantaged children who were initially two to three years below grade level.

Individually administered tests yielded results which were similar to results from group testing.

Basic Skills Centers (Cont.)

1971-72 Services were provided for 675 students. Two-thirds of the 501 students with complete testing data made gains equal to or greater than expected for average children in the grade levels at which they were working. According to questionnaire responses, the Centers were viewed very favorably by parents, home school teachers, and the participating students.

1972-73 Test results were obtained for 384 of the 604 students who attended the Centers. The grade equivalent gains were well above what would have been expected for average children working at the grade levels specified in the Gates-MacGinitie (Comprehension) and Stanford Primary Achievement (Word Study Skills) Tests which were the measuring instruments. About 70% of the students made grade equivalent gains on the Gates Tests greater than expected for the pre-post span of six months. Two-thirds of the pupils made such gains on the Stanford tests.

1973-74 Services were provided for 595 public school pupils. Of the 190 students tested with the Gates-MacGinitie, Level B, Comprehension Test, 81% showed gains of seven or more months for the seven months they were on roll. Of the 195 pupils tested at the C level, 92% gained six or more months in their average time of six months between the pre- and posttests. The median grade equivalent gains were 1.6 for the B level testing and 1.7 for the C level.

The staff-developed Basic Skill Centers Reading Program was nearing completion. It provided all the curriculum materials for the Centers as well as supplementary materials for home and school use.

Clark, S. P. Basic Skill Centers Evaluation, September 1969 - June 1971. Minneapolis: Minneapolis Public Schools, 1971.

Clark, S. H. Basic Skill Centers of Minneapolis, 1971-72. Minneapolis: Minneapolis Public Schools, December 1972.

Clark, S. H. Basic Skill Centers of Minneapolis, 1972-73: An Evaluation. Minneapolis: Minneapolis Public Schools, January 1974.

Clark, S. H. Basic Skill Centers of Minneapolis, 1973-74. Minneapolis: Minneapolis Public Schools, November 1974.

BRYANT JUNIOR HIGH SCHOOL CONCENTRATED EDUCATION CENTER

PROJECT PROFILE

Project Administrator:	Melvin West, Principal
Evaluation by:	Thomas McCormick, contracted evaluator
Project Location:	Bryant Junior High School 3737 Third Avenue South
Telephone Number:	(612) 822-3161
Grades Served:	7 - 8
No. of Pupils Served:	483
No. of Schools Served:	1
No. of Years in Operation:	5
Staff:	Professional 8, Paraprofessional 15, Clerical 2
Title I Funds:	$133,621
Cost Per Pupil:	$277

OVERVIEW

A Concentrated Education Center (CEC) was created at Bryant Junior High School with Title I and local funds in 1969 to provide remedial basic skills instruction for economically and educationally disadvantaged students. In 1973-74, 483 of the 798 students enrolled at the school were eligible to receive Title I program benefits.

Title I funds were used to hire additional Special Learning and Behavior Problems (SLBP) teachers, tutors and teacher aides, and to develop special basic skills instructional programs.

Bryant Junior High (Cont.)

KEY FINDINGS

1972-73 The Gates-MacGinitie Reading Vocabulary and Comprehension Tests and the Minneapolis Arithmetic Computation Test were administered to students in mid-September and mid-May. Thus, an eight month grade equivalent gain might have been expected from the average, or typical, student. Only the pre- and posttest scores of seventh and eighth graders who attended Bryant the entire year were analyzed. Similar test data were not available for sixth or ninth graders.

The Title I eligible seventh graders did not do particularly well on the Vocabulary Test. As a group, they made a five month gain on Survey D of the Gates-MacGinitie Vocabulary Test. However, the Title I eighth graders gained six months on the more difficult Survey E of the same test. Students in both grades made excellent progress on the Reading Comprehension Test. The Title I seventh graders gained 1.2 years and the eighth graders, 1.7 years.

Students made less than average gains on the Minneapolis Arithmetic Computation Test. While national norms do not exist to measure student progress on this test, Bryant student test results were compared to citywide percentile norms. Both the Title I seventh and eighth graders gained about six raw score points on the 33-item test. However, in both grades the students' percentile standings declined compared with other Minneapolis students.

1973-74 An evaluation was made by Bryant staff members. Achievement test gains were similar to those made in 1972-73.

McCormick, T. An Analysis of Bryant Junior High School Student Reading and Math Achievement, 1972-73. Minneapolis: Minneapolis Public Schools, November 1973.

BRYANT YOUTH EDUCATIONAL SUPPORT CENTER

PROJECT PROFILE

Project Administrator:	Thomas Kitto
Evaluation by:	Robert Bergeth, Research and Evaluation Department
Project Location:	Bryant YES Center 2633 Fourth Avenue South
Telephone Number:	(612) 870-0101
Grades Served:	7 - 9
No. of Pupils Served:	30
No. of Schools Served:	3
No. of Years in Operation:	6
Staff:	Professional 5, Paraprofessional 3, Clerical 1
Title I Funds:	$100,000
Cost Per Pupil:	$3,333

OVERVIEW

The Bryant Youth Educational Support Center (YES) was established in 1968 through the combined efforts of the school, community and industry to meet the needs of junior high school students who were socially maladjusted and/or academically underachieving. The Center is located in an area with many socio-economic problems.

Generally the students referred to the Center have been two to four years below grade level in basic skills achievement. Many have exhibited severe anti-social behavior. The primary objectives of the Center staff have been to provide basic skills remedial instruction, modify inappropriate behavior and explore long-term goals.

Conventional grades have not been used. However, behavioral objectives, based on demonstrated academic performance were written for each student. Students who achieved their objectives received course credit, students who didn't try received no credit.

KEY FINDINGS

1971-1972

Forty-seven of the 50 students enrolled at the Center during the year were tested in mid-October 1971 and mid-May 1972.

The students made excellent progress in reading. They made an average grade equivalent gain of 1.4 on the Gates-MacGinitie Vocabulary Test and 1.5 on the Word Meaning Test over the seven month period. Only three of the 47 students had grade equivalent gains of less than seven months on the Vocabulary Test and only six had grade equivalent gains of less than seven months on the Word Meaning Test. The students made an average grade equivalent gain of 1.2 on the Gates-MacGinitie Comprehension Test and 1.5 on the Stanford Achievement Paragraph Meaning Test. Again, only a few students made less than the expected seven month gain on both tests.

The students also made good, if not excellent, progress in Arithmetic Computation Skills, Understanding Arithmetic Concepts and Arithmetic Application. In all three areas, the average student made a grade equivalent gain of 1.0.

1972-73

The students continued to make excellent gains. Thirty-nine students were tested with the same achievement tests used in 1971-72. There was a six-month period between the pretest and the posttest.

The students made average gains in Vocabulary of one and a half months and two months on the Word Meaning Test for each month they were in the program. In Reading Comprehension, the students made 1.8 months gain for each month in the program and 2.2 months on the Paragraph Meaning Test. Results for Arithmetic Computation were 1.8 months gain for each month in the program, 1.8 for Arithmetic Concepts, and 2.3 months for Arithmetic Application.

1973-74

Evaluation results indicated that for the third straight year the students made good progress in reading and math.

The students made or exceeded the expected grade equivalent gain of .7 on 5 of the 6 standardized achievement tests they took. Greater than average gains were made in Vocabulary (.8), Word

Bryant YES Center (Cont.)

Meaning (.8), Paragraph Meaning (1.5), Arithmetic Concepts (.7), and Arithmetic Applications (1.5). The students didn't make the expected gains in Reading Comprehension (.5).

Bergeth, R. L. An Analysis of the Bryant YES Center Student Reading and Math Growth 1971-1972. Minneapolis: Minneapolis Public Schools, August 1972.

Bergeth, R. L. Bryant YES Center Student Reading and Math Growth, 1972-73. Minneapolis: Minneapolis Public Schools, October 1973.

ENGLISH BASIC SKILLS

PROJECT PROFILE

Project Administrator:	Adeline O. Marty
Evaluation by:	Sara H. Clark, Research and Evaluation Department
Project Location:	Phillips Junior High School 2218 Thirteenth Avenue South
Telephone Number:	(612) 335-3158, ext. 22
Grades Served:	7 - 9
No. of Pupils Served:	268
No. of Schools Served:	1
No. of Years in Operation:	5
Staff:	Professional 2.7, Paraprofessional 3.5, Clerical 0
Title I Funds:	$57,276
Cost Per Pupil:	$214

OVERVIEW

This program started in 1969-70 when Job Corps reading materials were initially used by 350 pupils in 7th and 8th grade English classes at Phillips Junior High. This systematized program of materials supplemented the regular curriculum and was used about three periods a week in each of the participating classes. The major goal of the program has been to bring the reading level of underachievers closer to grade level. Gates-MacGinitie Vocabulary and Comprehension Tests have been used as standardized measures of achievement.

In 1970-71 another Job Corps program, Language and Study Skills (LASS), was added in the 8th and 9th grades for those pupils with a reading level of at least the fifth month of the fifth grade. This program, using film strips, tapes, and worksheets, also supplemented the regular curriculum about three days a week. The Gates-MacGinitie Reading Tests have been used for evaluation.

The project has remained essentially unchanged since 1970-71.

English Basic Skills (Cont.)

KEY FINDINGS

1969-71 Formal evaluations were not conducted. According to tests given in the classrooms and teacher judgment, the program was a worthwhile addition to the regular curriculum.

1971-72 Despite a highly transient population, gains were obtained for 60% of the 305 students involved. Sixty percent of those students made grade equivalent gains in Comprehension as great or greater than might have been expected for the length of instruction. Forty-three percent made similar gains on Vocabulary Tests.

1972-73 Greater gains were made on Comprehension Tests than on Vocabulary Tests. The 8th and 9th graders in the Language and Study Skills (LASS) program showed expected gains in Comprehension, but were below average in Vocabulary gains. The students, primarily from the 7th and 8th grades, who made use of the Job Corps Graded Reading Program, showed greater gains than they had the year before, especially on the Comprehension Tests. Gain scores were obtained for 60% of the 429 students who were assigned to the program at any time during the school year.

1973-74 Gain scores were again obtained for 60% of the 268 Title I students in this program who received no other special reading assistance during the year. Comprehension gains were greater than expected for the pre- posttest span of six to seven months. The 8th grade LASS students showed the greatest median gain (1.8) whereas the 9th grade LASS students showed the smallest (.8). The 8th grade students fell below expectation on the Vocabulary Tests while the 7th and 9th graders showed median gains as great or greater than might have been expected though these gains were not as large as the overall Comprehension gains.

Clark, S. H., and Marty, A. O. Job Corps Reading Program, Phillips Junior High School, Minneapolis, 1971-72. Minneapolis: Minneapolis Public Schools, January 1973.

LINCOLN LEARNING CENTER

PROJECT PROFILE

Project Administrator:	Duane Ramberg
Evaluation by:	Robert Bergeth, Research and Evaluation Department
Project Location:	Lincoln Learning Center 1225 Plymouth Avenue North
Telephone Number:	(612) 521-4741
Grades Served:	7 - 9
No. of Pupils Served:	60
No. of Schools Served:	6
No. of Years in Operation:	9
Staff:	Professional 7, Paraprofessional 3, Clerical 1
Title I Funds:	$38,882
Cost Per Pupil:	$648

OVERVIEW

The Lincoln Learning Center was established as a school for junior high age boys who were having difficulty adjusting to typical classrooms. All students have been one or more years below grade level in reading, math or both.

The Center staff emphasized basic skills instruction, career education and social development. Each student was given daily objectives in each of his classes. The degree to which he accomplished his classroom objectives determined his success in school. Students who did not complete their objectives were given individual contracts suitable to their needs. These contracts, which covered social as well as academic behavior, were completed at each student's own rate.

A unique feature of the Center has been the heavy involvement of business and industry. A number of companies have contributed considerable financial support as well as material items and technical assistance.

KEY FINDINGS

1972-73 The Metropolitan Achievement Tests, Elementary Battery, were administered to 52 students when they entered the Center and when they left. The average student was enrolled for six months. Thus, a six month grade equivalent gain might have been expected if a student performed typically.

Students made good progress in Word Knowledge and Reading Achievement Comprehension. They gained six months on the Word Knowledge Test and eight months on the Reading Test. On the Spelling and Arithmetic Computation Tests, the students made a grade equivalent gain of .5. However, on the Word Discrimination and Arithmetic Problem Solving Tests, the average gain was three months.

1973-74 Each student was given the Metropolitan Achievement Tests, Elementary Battery, at the beginning and end of the school year.

The students made good progress in Word Knowledge and Word Discrimination. They made 1.6 and 1.3 months gain for each month in the program, respectively. The students made .9 months gain in Spelling and .7 months gain in Reading.

In Arithmetic Computation, they made 2 months gain for the seven months in the program. Similarly, they made only one month gain in Arithmetic Problem Solving and Concepts for the seven months in the program.

Bergeth, R. L. An Examination of Lincoln Learning Center Student Progress in Basic Skills, 1972-73. Minneapolis: Minneapolis Public Schools, October 1973.

Ramberg, D. and McCormick, T. Lincoln Learning Center Project Director's Report, 1972-73. Minneapolis: Minneapolis Public Schools, October 1973.

MATHEMATICS BASIC SKILLS DEVELOPMENT PROJECT

PROJECT PROFILE

Project Leaders:	Diana L. Hestwood Earl E. Orf
Evaluation by:	Sara H. Clark, Research and Evaluation Department
Project Office:	Lehmann Educational Center 1006 West Lake Street
Telephone Number:	(612) 348-4052
Grades Served:	7 - 12
No. of Pupils Served:	Not applicable
No. of Schools Served:	Not applicable
No. of Years in Operation:	4
Staff:	Professional 1.1, Paraprofessional 0, Clerical 1.
Title I Funds:	$24,552
Cost Per Pupil:	Not appropriate for this project

OVERVIEW

The objective of this project, begun in 1970, was to develop and use an instructional system which would enable poorly motivated, low achieving junior-high students to learn basic mathematical concepts and skills. More than 230 precise behavioral objectives covered computational skills in whole numbers, fractions, decimals, percents and measurements. Mathematics teachers in the Target Area junior high schools participated in all phases of the project. The teachers selected and defined objectives, wrote instructional booklets and supplementary materials, and finally tried and tested the units with their students. An instructional unit was considered successful if more than 50% of the students who studied it achieved mastery (85% or more correct) on a criterion-referenced post-test. Title I Guidelines required that at least 50% of the pupils attain the project's objectives in order for project funding to be continued.

KEY FINDINGS

1970-71 By the end of the school year, three of the newly developed units had been used in classrooms. About 200 students were involved. The evaluation of the first year of the project's operation, by an independent evaluator, concluded, "All test results were positive and at least indicate an exciting potential for the development of materials to support the mathematics curriculum."

1971-72 In the second year of the project, 1,274 individual booklets (10 different units) were used by 586 students who were mostly in the 7th and 8th grades. Booklets were assigned to those students who were deficient in certain basic mathematical skills. Eight of the ten instructional units met the criteria of having at least 50% of the students achieve mastery. Mastery was defined as scoring 85% or better on a posttest.

Writing teams of mathematics teachers made use of test item analysis not only for the revision of the two weaker units and tests, but also for minor revisions in the successful materials.

1972-73 More than 2,100 students completed 6,937 booklets in 11 instructional units. At least 50% of the students who participated in each unit achieved mastery (scored 85% or better on a unit posttest). The percentage of students achieving mastery ranged from 52% on the unit dealing with Area Measurement to 85% on the unit dealing with Division of Fractions. All of the students had been below the mastery level on diagnostic tests of these mathematics basic skills.

Four additional units were given preliminary trials. Probable revision was indicated for two of the four units.

The project was expanded to include Target Area senior high schools as well as other inner city school locations. Thirty-eight teachers made use of the units developed by the project.

1973-74 Seven additional units were developed during the year. Three of them, Percent 2, Metric Capacity, and Area of Parallelograms and Triangles, were not completed until late in the school year hence the number of students who used them was too small to provide reliable data. The units which received more extensive tryouts

and the percentages of students who achieved mastery on them were: Dividing Whole Numbers, Standard Algorithm (67%), Whole Number Equations (70%), Percent 1 (54%), and Metric Temperature (51%).

Twenty-four teachers at ten public schools and one parochial school cooperated in the field testing of the new units. Previously developed materials were made available to non-Title I schools in Minneapolis and to schools elsewhere at low cost. Another major activity of the project was assisting teachers in implementing an individualized learning system using project materials.

Educational Management Services, Inc. An Evaluation of the Minneapolis Mathematics Basic Skills Development Project. Minneapolis: Educational Management Services Inc., 1971.

Clark, S. H., Hestwood, D. and Orf, E. Mathematics Basic Skills Development Project 1971-72. Minneapolis: Minneapolis Public Schools, April 1973.

Clark, S. H. Mathematics Basic Skills Development Project, Minneapolis, 1972-73. Minneapolis: Minneapolis Public Schools, April 1974.

MATHEMATICS PROGRAM (ELEMENTARY)

PROJECT PROFILE

Project Leaders:	Elmer A. Koch, Jr., Administrator/Consultant Jean Hoffman, Coordinating Resource Teacher
Evaluation by:	Sara H. Clark, Research and Evaluation Department
Project Office:	Lehmann Center 1006 West Lake Street
Telephone Number:	(612) 348-4067
Grades Served:	K - 3
No. of Pupils Served:	All Title I primary, indirectly
No. of Schools Served:	25 Public 9 Parochial
No. of Years in Operation:	2
Staff:	Professional 4, Paraprofessional 0, Clerical 1
Title I Funds:	$80,408
Cost Per Pupil:	Not appropriate for this project

OVERVIEW

The goal of this developmental project was to help Title I primary grade children improve their understanding of mathematical concepts and basic math skills in order to enable them to function at grade level. To achieve that goal, the project aimed to improve the teaching of mathematics at the primary level in Title I schools, with the hopes that the students would then attain certain specified levels of mastery on the Houghton-Mifflin Placement Tests. The project was initiated at the request of the staff, principals, and parent advisory committees (from public and parochial Title I schools) who also assisted in project planning.

KEY FINDINGS

Spring and Summer 1972

A total of 163 teachers participated in three workshops, each consisting of ten three-hour training sessions. These workshops and further planning were financed through reallocation of Title I funds from the previous year.

1972-73

Two more training sequences of ten sessions each were held. They were attended by a total of 93 teachers. In addition, 17 mini-inservice sessions of two hours each were given on six different subjects in which teachers had requested help. A separate ten-hour course was attended by 33 teacher aides.

The project staff developed and produced 30 different sets of instructional materials of which more than 4,000 copies were distributed. Evaluations received from teachers showed a high acceptance and use of these materials. More than 400 demonstration lessons on the use of these materials and on subjects which the teachers had requested help were given in the schools. On a 1-10 scale, the average teacher evaluation of these lessons was 9.4, a highly favorable response.

Test results were obtained from 1,024 Title I students whose teachers had received services from the project and from 193 Title I students whose teachers had not received such services. Neither group attained the specified mastery levels, nor were there consistent differences between the two groups of students in the percentage which had achieved mastery.

1973-74

The project continued to provide services, materials, and training in mathematics for Title I primary teachers. A 30 hour inservice series was attended by 46 teachers who had not previously had the course. An average of 22 teachers attended each one of 30 two-to-three hour mini-inservice sessions on single concepts such as classification, numeration, place value, and regrouping. In addition the resource teachers on the Math Team gave over 510 demonstration lessons, held nearly 500 individual teacher conferences and distributed about 6,000 sets of materials.

An evaluation of the Team's services showed that the teachers

rated the materials produced as the most helpful service, the inservices next most helpful, and the demonstrations as least helpful. Overall, 66% of the 153 respondents rated the Title I Math Program as either very worthwhile or outstanding.

MOBILE LEARNING CENTERS

PROJECT PROFILE

Project Administrator:	Mary C. Kasbohm
Evaluation by:	Sara H. Clark, Research and Evaluation Department
Project Locations:	Bryant Junior High School 3737 Third Avenue South North High School 1719 Fremont Avenue North
Telephone Numbers:	(612) 822-9789 (Bryant) (612) 529-2239 (North)
Grades Served:	7 - 12
No. of Pupils Served:	351
No. of Schools Served:	2
No. of Years in Operation:	4
Staff:	Professional 2, Paraprofessional [illegible], Clerical 0
Title I Funds:	$43,400
Cost Per Pupil:	$124

OVERVIEW

Self-teaching machines housed in trailer-classrooms were used to help Minneapolis secondary students improve their reading skills. TV-like teaching machines were used with both Dorsett materials and a program produced by the Minneapolis Basic Skill Centers. The machines--32 in all--were housed in two large trailers that could be moved from school to school. A gain of one month or more in grade equivalents (using Gates-MacGinitie Tests) for each month of attendance at the Centers by at least 50% of the students was the specific objective of the project.

Although students operated the machines and tested their own progress at the end of each lesson, assistance was available from the certified reading teacher and the aide who staffed each trailer. The teacher also prescribed the course of instruction for each student.

Mobile Learning Centers (Cont.)

KEY FINDINGS

1970-71 Positive gains in Vocabulary and Comprehension were made by the 240 students for whom gain scores were obtained. Their rate of progress was from two to six times that which would have been expected based on their previous achievement. All of them had been one or more years below grade level in reading skills before their selection for the program.

1971-72 In the second year of operation the program was again successful. Eighty percent of the students tested made grade equivalent gains on Comprehension over those expected for length of instruction. Sixty-four percent made such gains on vocabulary tests. Gates-MacGinitie Tests were used again.

1972-73 Pre-post test results were obtained for 218 students. More than 85% of these pupils made grade equivalent gains in Comprehension over expectation for the length of enrollment in the program. The median grade equivalent gain was 1.5, although the students had been on roll for less than half the school year.

1973-74 At the Bryant trailer evaluation data were obtained for 76% of those enrolled in the project. Of these 89 students, 68 were also in the ESAA program. Their average length of enrollment was six months. Seventy-six percent gained six or more grade equivalent months in that time. At the North trailer, complete data were available for only 20% of those enrolled. Of these 47 students, 72% gained at least a month for each month on roll.

Clark, S. P. Evaluation of the Mobile Learning Centers in Minneapolis Secondary Schools, 1970-71. Minneapolis: Minneapolis Public Schools, 1972.

Clark, S. H. Mobile Learning Centers of Minneapolis 1971-72. Minneapolis: Minneapolis Public Schools, January 1973.

Clark, S. H. Mobile Learning Centers of Minneapolis 1972-73. Minneapolis: Minneapolis Public Schools, February 1974.

Clark, S. H. Mobile Learning Centers of Minneapolis 1973-74. Minneapolis: Minneapolis Public Schools, December 1974.

PAROCHIAL SCHOOLS TITLE I PROGRAM

PROJECT PROFILE

Program Administrator:	School Principals
Evaluation by:	Thomas McCormick, contracted evaluator
Program Location:	Ten Parochial Schools
Telephone Number:	(612) 224-1395
Grades Served:	1 - 8
No. of Pupils Served:	880
No. of Schools Served:	10
No. of Years in Operation:	Varies for each school
Staff:	Professional varies, Paraprofessional varies Clerical varies
Title I Funds:	$115,072
Cost Per Pupil:	$131

OVERVIEW

Ten parochial schools in Minneapolis received Title I funds in 1973-74. About 25% of the students enrolled at these schools were eligible to receive Title I program benefits. The parochial schools' Title I program focused on remedial math and reading instruction primarily through the use of teacher aides. Most of the Title I personnel in the parochial schools participated in math and reading in-service workshops.

In most of the schools reading rooms or resource centers were provided so that supplementary teachers and aides could work privately with educationally disadvantaged Title I students. Using filmstrips, cassette tapes, and manipulative skills materials, these teachers and aides reinforced basic math and reading skills taught in the regular classroom.

Parochial Schools (Cont.) *.

KEY FINDINGS

1973-74 Pre- and posttest results for 238 Title I students in four parochial schools, Ascension, St. Anne's, St. Stephen and South Park Consolidated (a consolidation of St. Helena and Holy Name schools) were analyzed. Similar test data were not available for Title I students in the other six parochial schools.

The Reading Comprehension and Math Computation portions of the California Achievement Test were administered in October 1973 and May 1974 to 166 Title I students enrolled at Ascension and St. Anne's. Seventy-two Title I students at St. Stephen's and South Park Consolidated also took an October 1973 pretest and a May 1974 posttest in Reading Comprehension and Math Computation, but on a different test, the SRA Achievement Series, Form E.

A seven month grade equivalent gain might have been expected from the average, or typical, student. Student progress was determined by comparing the median pretest grade equivalent scores with the median posttest grade equivalent score.

Generally, the Title I parochial school students made good and, in some cases, excellent progress. Second, third and fourth graders who took the California Achievement Test, Level 2, Form A in Reading Comprehension, gained six months. Fourth, fifth and sixth graders who took Level 3 of the same test, made a gain of one year, and seventh and eighth graders gained four months. On the Math Computation portion of the California Achievement Test, the second, third and fourth graders gained eight months; fourth, fifth and sixth graders taking Level 2 tests, gained five months; and seventh and eighth graders made a grade equivalent gain of 1.1 years.

On the SRA Reading Comprehension Test, Blue Level, fourth and fifth graders made a grade equivalent gain of 2.6 years. Sixth graders, who took the Green Level Reading Comprehension Test, gained 1.5 years. In Math Computation the fourth and fifth graders had a grade equivalent loss of five months, while the sixth graders gained a year.

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* No report was published on these test data.

READING PROGRAM

PROJECT PROFILE

Project Administrator:	Area Superintendents (However, readers interested in program information should contact Mitchell Trockman at the telephone number and address listed below)
Evaluation by:	Daniel P. Norton, Educational Testing Service
Project Office:	Lehmann Center 1006 West Lake Street
Telephone Number:	(612) 348-4062
Grades Served:	K - 6
No. of Pupils Served:	8,600 (8,200 Public; 400 Parochial)
No. of Schools Served:	25 Public 7 Parochial
No. of Years in Operation:	7
Staff:	Professional 27, Paraprofessional 1, Clerical 9
Title I Funds:	$494,381
Cost Per Pupil:	$57

OVERVIEW

The Title I Reading Program was begun in the 1967 - 68 school year in response to a need for a unified reading program in Minneapolis Title I schools. Teachers selected one reading series to replace the 22 different systems for teaching reading then operating in 20 Title I schools. An in-service training course was also developed to help teachers with reading instruction. Initially the reading program was aimed at primary grade students but in January 1972 it was expanded to include intermediate grade Title I students.

The Instructional Materials Center (IMC) is a support component of the reading program established in 1969 to produce reading materials. During its first year of operation, the IMC provided materials to about 240 teachers in Title I schools. In 1972-73 more than 530 teachers used IMC-produced materials.

KEY FINDINGS

1971 The records for all 1,287 kindergarten pupils participating in the Title I Reading Program in 1969-70 were examined to determine which had older brothers and sisters who would have been enrolled in first, second or third grade during the same school year. After further determining which children had Metropolitan Reading Readiness (Form B) scores from fall, first grade citywide test administrations, a core group of 343 kindergarten children and 432 older siblings was identified. Five hundred fourteen other kindergarten pupils without siblings but with first-grade test scores were also included in the study.

Analysis of Metropolitan Reading Readiness Test scores revealed that older siblings did less well at entry to first grade than did the Title I Program children. The difference was in part accounted for by changes in the age at which pupils were admitted to school (older fourth-grade siblings were able to enter school two months earlier than their younger brothers and sisters). The test score difference between the two groups of students closely paralleled trends in readiness scores for the city as a whole.

1972 Results of the Bond-Balow-Hoyt Word Recognition Test, which was administered to Minneapolis second-graders as part of the citywide testing program, were gathered for the Title I Reading Program participants, who were second-graders in 1971-72, and their older siblings in third, fourth and fifth grade. As was the case for the city as a whole, the 1971-72 second graders had higher test scores than the older students. Various analyses performed on the data, however, did not indicate that the higher test scores were the direct result of participation in the reading program.

1973 The original group of 1969-70 kindergarten students participating in the Title I Reading Program were third-graders in 1972-73. Results of the Gates-MacGinitie Reading Comprehension Test, which was administered citywide, were gathered for these students and their brothers and sisters in fourth, fifth and sixth grade. As in the two previous years of this study, the former kindergarten students achieved at a higher level than did their older siblings.

Reading Program (Cont.)

Again, as in the previous years, it could not be concluded that the higher test scores were a direct result of participation in the Title I Reading Program. This three-year study has indicated no important evidence of impact of the Title I Reading Program on first, second, or third grade citywide test scores. This analysis was consistent with the judgment of program personnel that the effectiveness of the program could not fairly or properly be evaluated over less than four years. However, the evidence that has been accumulated strongly indicates that pupil achievement outcomes of the project would probably not be found even if citywide test scores were studied for additional years. This is not to say that the program was without value. On the contrary, the program was initiated with many goals in mind, one of which was to achieve consistency in the Minneapolis reading program. This, and other goals, appear to have been amply met.

1973-74 No evaluation was made.

Norton, D. P. Pyramids Reading Program Sibling Study: A Progress Report. Evanston: Educational Testing Service, 1971.

Norton, D. P. The Pyramids Reading Program Sibling Study: A Second Year Progress Report. Evanston: Educational Testing Service, 1972.

Norton, D. P. Pyramids Reading Program Sibling Study: Final Report. Evanston: Educational Testing Service, 1973.

This section has summarized evaluation findings for a number of specific Title I projects. In the next section, a look is taken at two aspects of the evaluation of the overall Title I program.

PROGRESS TOWARD PROGRAM GOALS[1]

Two measures of progress toward program goals are given in this section. First, progress toward specific program objectives for 1973-74 is described. Then, a long range view of achievement trends in Title I schools since 1965 is given.

Program Objectives for 1973-74

Program objectives submitted to the state as part of the 1973-74 application were rejected. Rewritten objectives were submitted and approved in August 1973. The evaluation plan was not reconciled until spring 1974. For these reasons some aspects of the evaluation plan could not be executed in 1974. (The proposed evaluation plan is included as Appendix B).

The following section describes evaluation procedures based on the five original objectives submitted with the application, three in reading, two in math.

Reading Objective I Grades K-6

This reading objective is as stated in the 1973-74 Title I application with the exception that grades 4, 5, and 6 were added. The original objectives referred to K-3 only. Also, medians are used in place of means.

> In the fall of 1973, the median raw scores on tests of reading readiness and overall reading achievement for children involved in the Title I reading program in grades K-6 will be significantly higher than were median scores of children in Title I schools in the same grades the previous year. That is, the 1973-74 first grade children in Title I schools will have a statistically significant (.05 level) higher median raw score than 1972-73 first grade children when compared on a fall testing basis. Comparable standardized tests will be uniform for both populations.

It should be clear that this objective results in an evaluation of the 1972-73 program, not the 1973-74 program. The evaluation of the 1973-74 program could not be completed in its entirety until fall 1974 test results become available.

Twenty-one Title I schools were used in this analysis. All schools

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[1]All test data used in this section and the section on Achievement Trends in Title I Schools: 1965-1973 were obtained from the Department of Guidance and Assessment Services of the Minneapolis Public Schools.

which were Title I schools in 1972-73 and 1973-74 were included. They were:

Bancroft	Harrison	Mann
Bethune	Hawthorne	Prescott
Bremer	Hay	Seward
Clinton	Irving	Sheridan
Corcoran	Lowell	Webster
Greeley	Lyndale	Whittier
Hall	Madison	Willard

Figure 1 shows the results for this objective. Generally, Title I children in 1973-74 scored about the same as Title I children in the previous year. A gain of two raw score points in second grade and one point in the sixth grade was noted. Statistical tests were not run in view of the basic similarity for the two years. Scores did not decrease in any grade. Overall, a slight net gain in reading achievement test scores across grades K-6 was made.

Reading Objective II Grades 1-6

> Although the socio-economic distance between Title I and non-Title I schools has been widening each year, the relative distance between the median raw score of Title I vs. non-Title I schools (Grades 1-6) will be no farther apart than the median for the three previous years. This distance will hold for each grade level and comparable standardized achievement measures will be used.

In order to measure this objective, 17 schools which were eligible during the four years from 1970 through 1974 were compared with non-Title I schools. The seventeen schools were: Bancroft, Bethune, Clinton, Corcoran, Greeley, Hall, Harrison, Hawthorne, Hay, Irving, Lyndale, Madison, Mann, Seward, Webster, Whittier, and Willard.

As Figures 2 through 6 show, this objective was satisfied in four of the five grades for which achievement test data were available. In first grade (Figure 2) the difference between the median test scores of the Title I and non-Title I schools was 7 raw score points in 1973-74. The median of the test score differences for the three previous years was 9 points. Similar results occurred in the third, fifth and sixth grades. Only in grade two (Figure 3) did the difference between the test scores of the Title I and non-Title I schools in 1973-74 exceed the median difference for the previous three years.

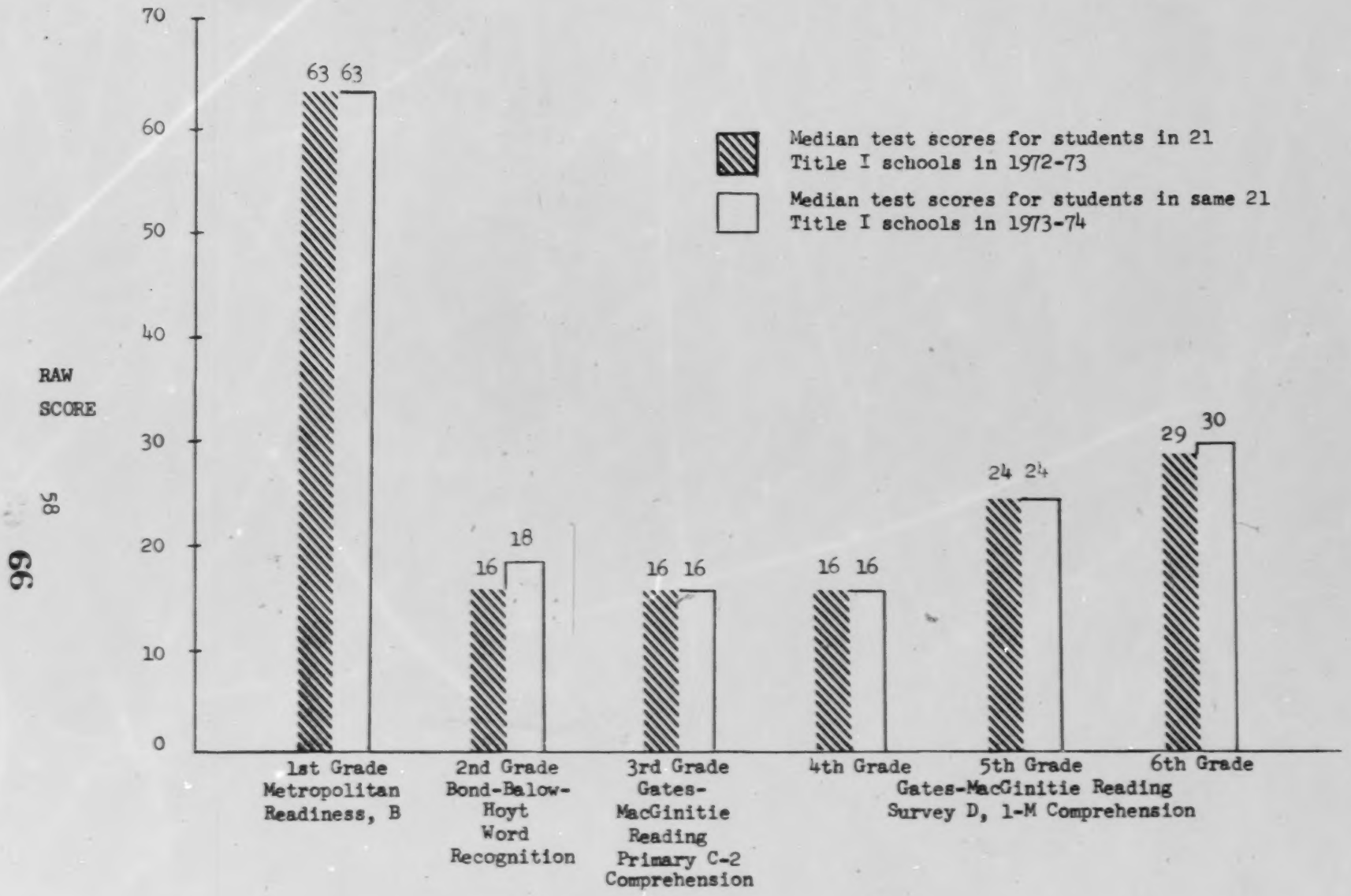
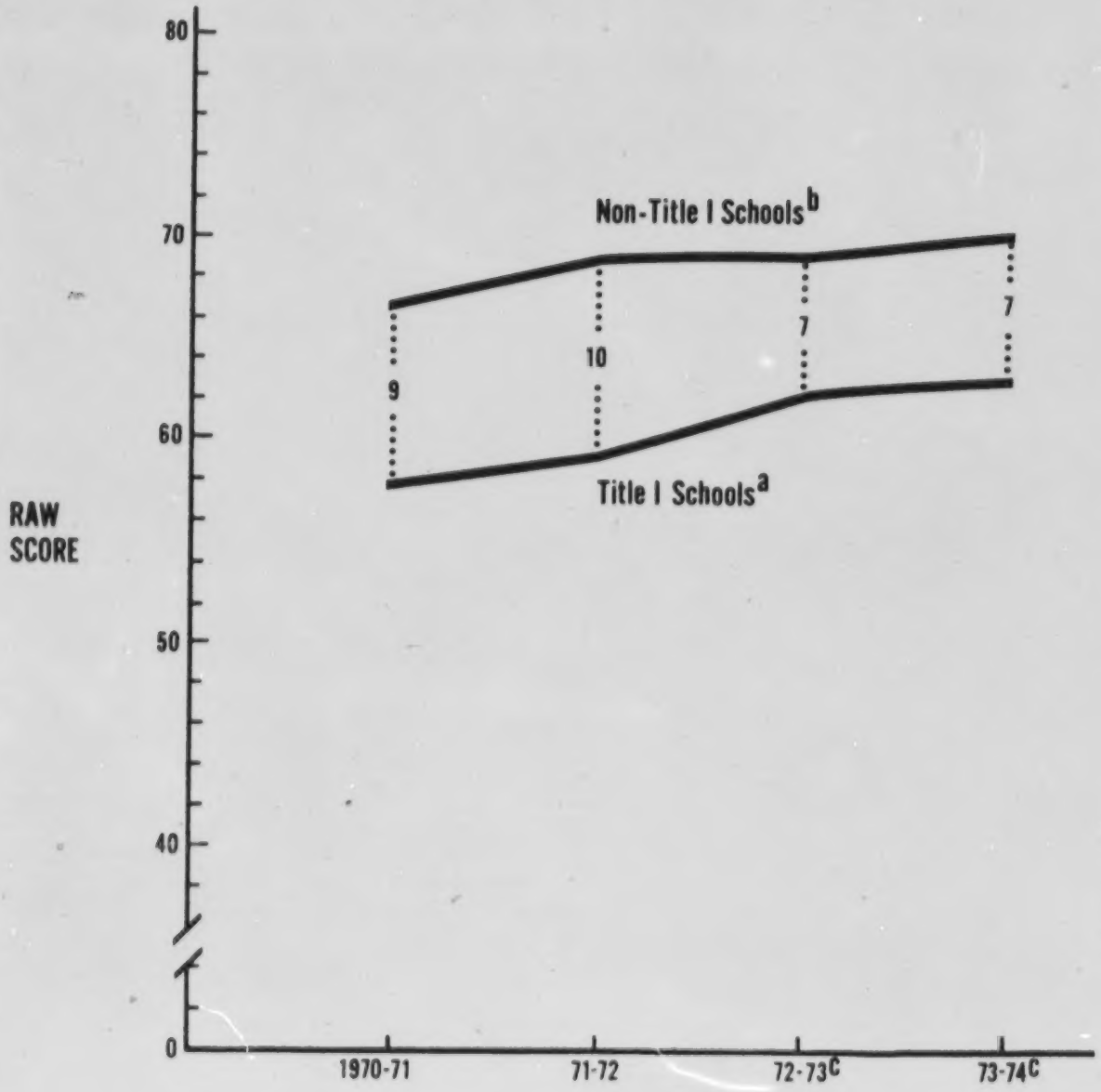
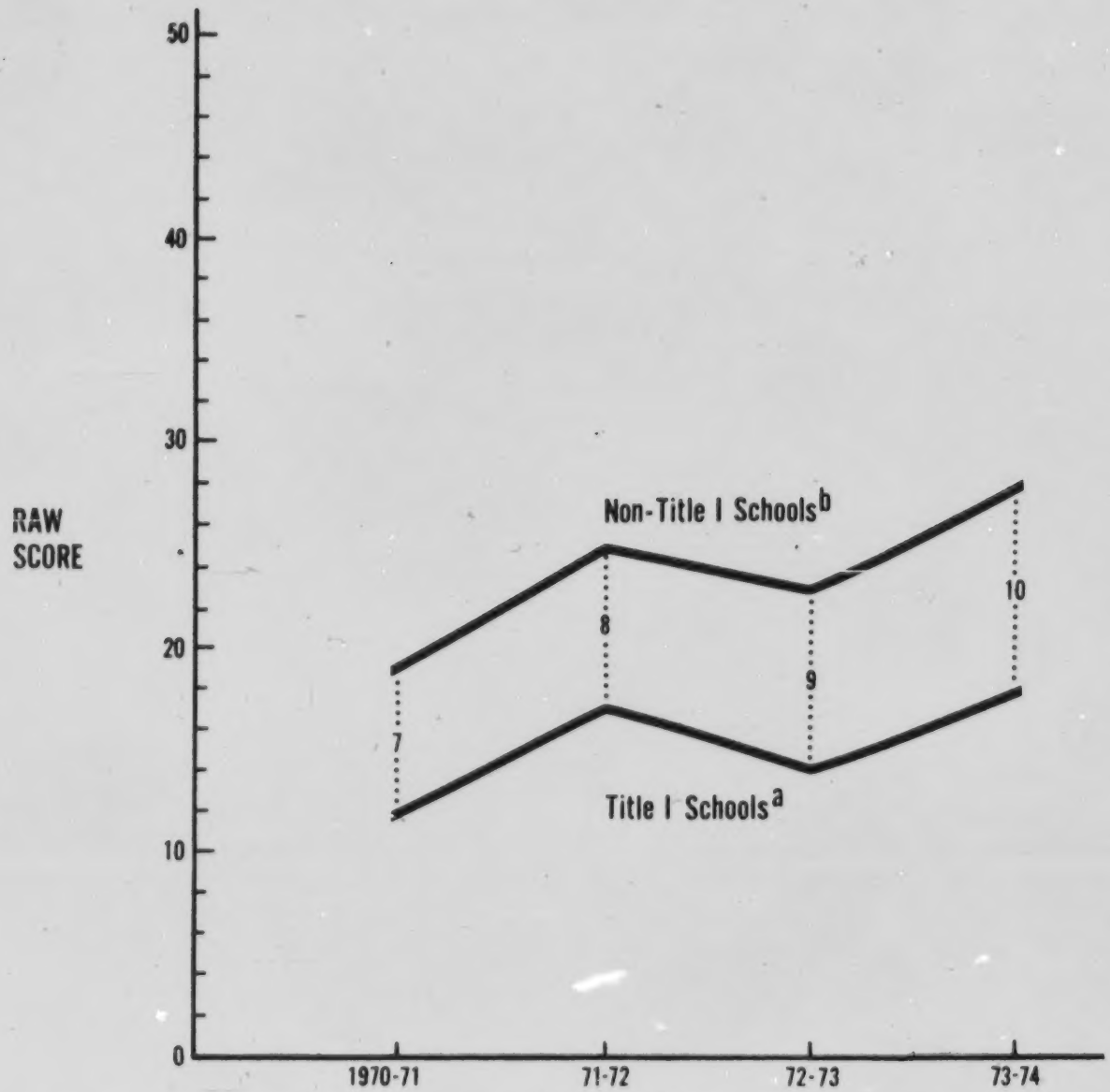


Figure 1. TEST SCORES FOR STUDENTS IN 21 TITLE I ELEMENTARY SCHOOLS FOR 1972-73 AND 1973-74 BY GRADE



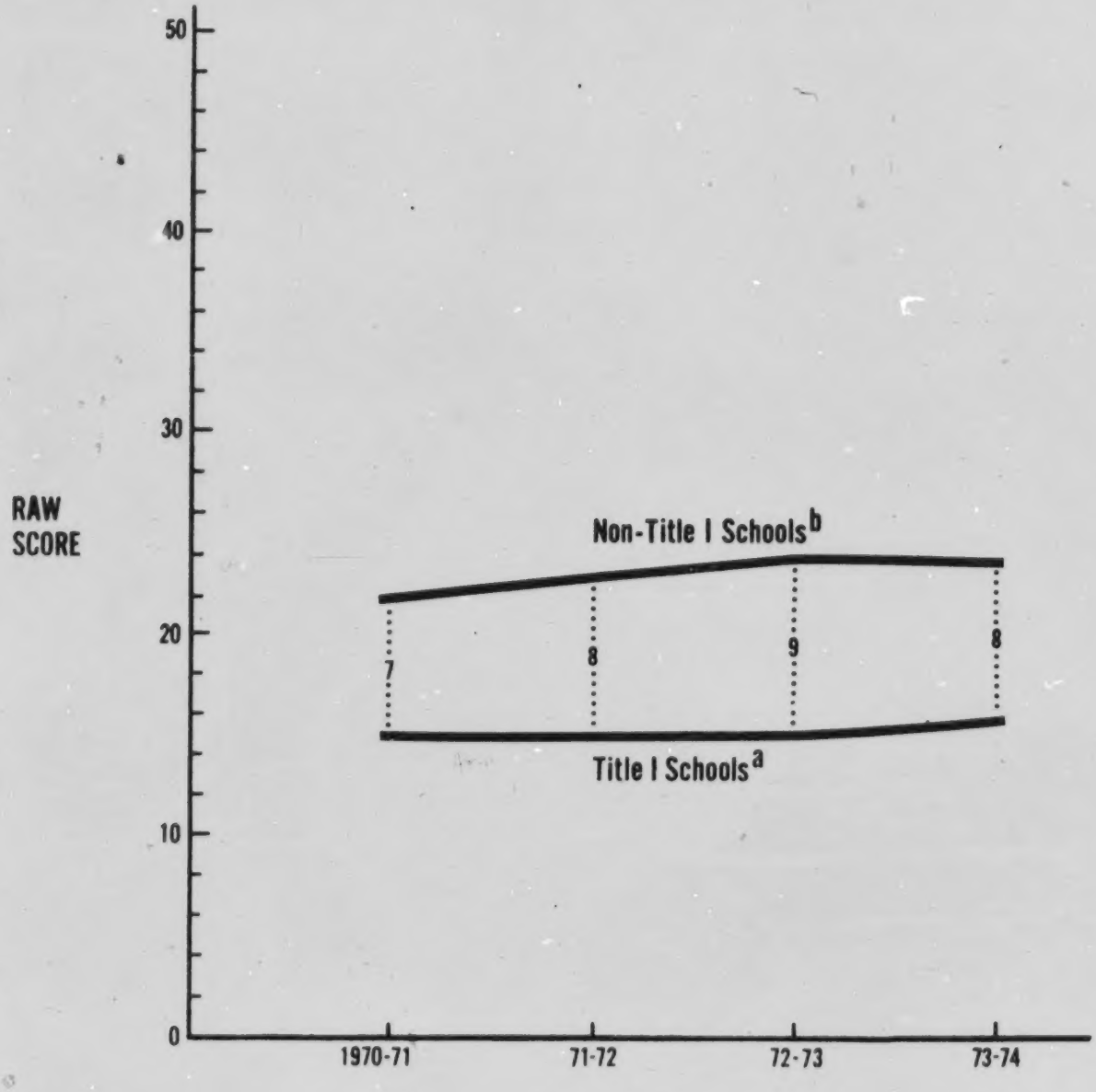
a Includes the 17 schools that have been Title I eligible every year since 1970-71.
b Includes the non-Title I schools for every year since 1970-71.
Number of schools ranges from 48 in 1970-71 to 41 in 1973-74.
c Form B used in 1972-73 and 1973-74.

Figure 2. MEDIAN METROPOLITAN READINESS TEST RAW SCORES (FORM A) FOR 1st GRADE STUDENTS IN TITLE I AND NON-TITLE I SCHOOLS: 1970-73



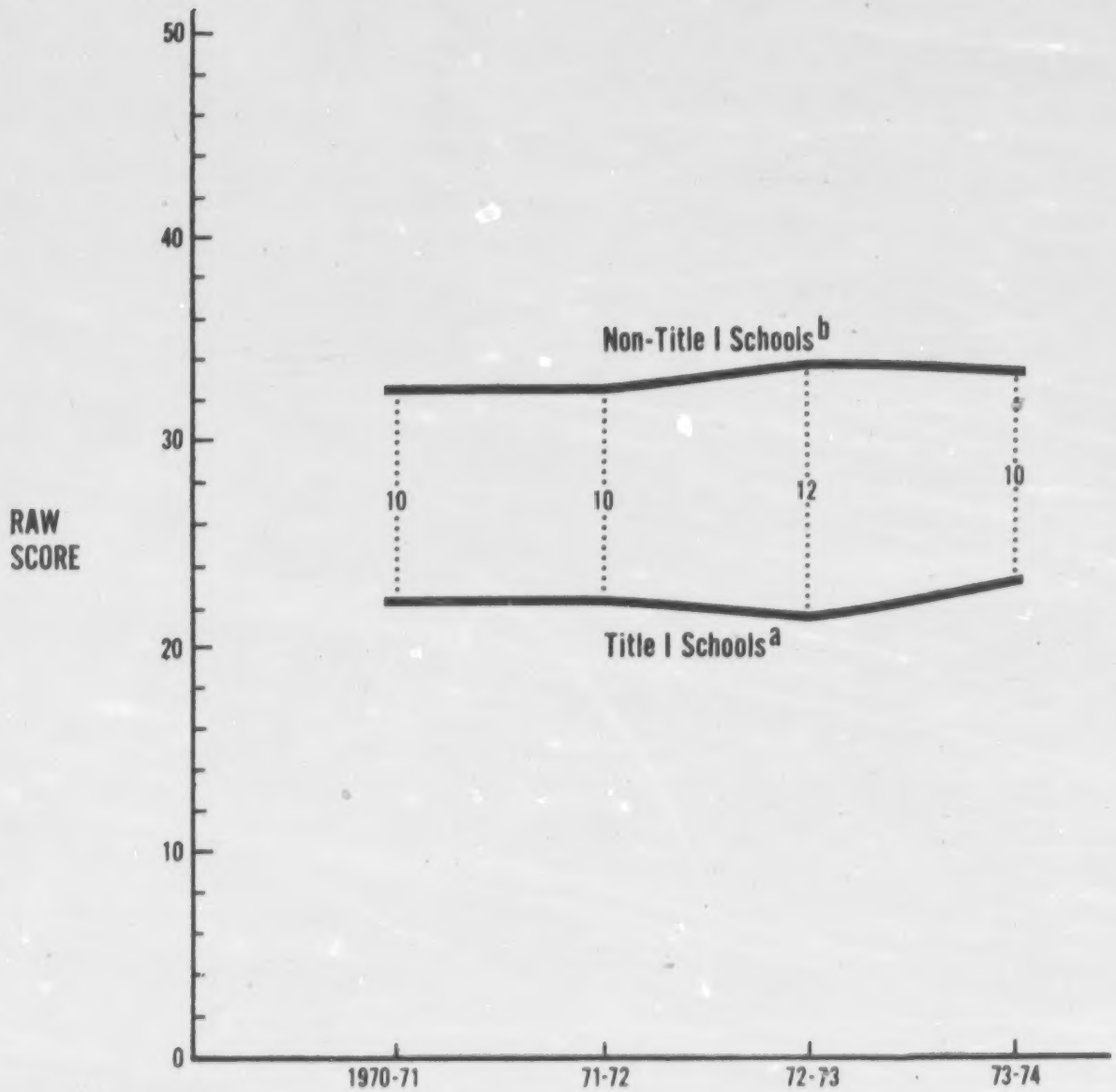
a Includes the 17 schools that have been Title I eligible every year since 1970-71.
b Includes the non-Title I schools for every year since 1970-71.
Number of schools ranges from 48 in 1970-71 to 41 in 1973-74.

Figure 3. MEDIAN BOND-BALOW-HOYT READING TEST RAW SCORES (FORM L-1, WORD RECOGNITION) FOR 2nd GRADE STUDENTS IN TITLE I AND NON-TITLE I SCHOOLS: 1970-1973



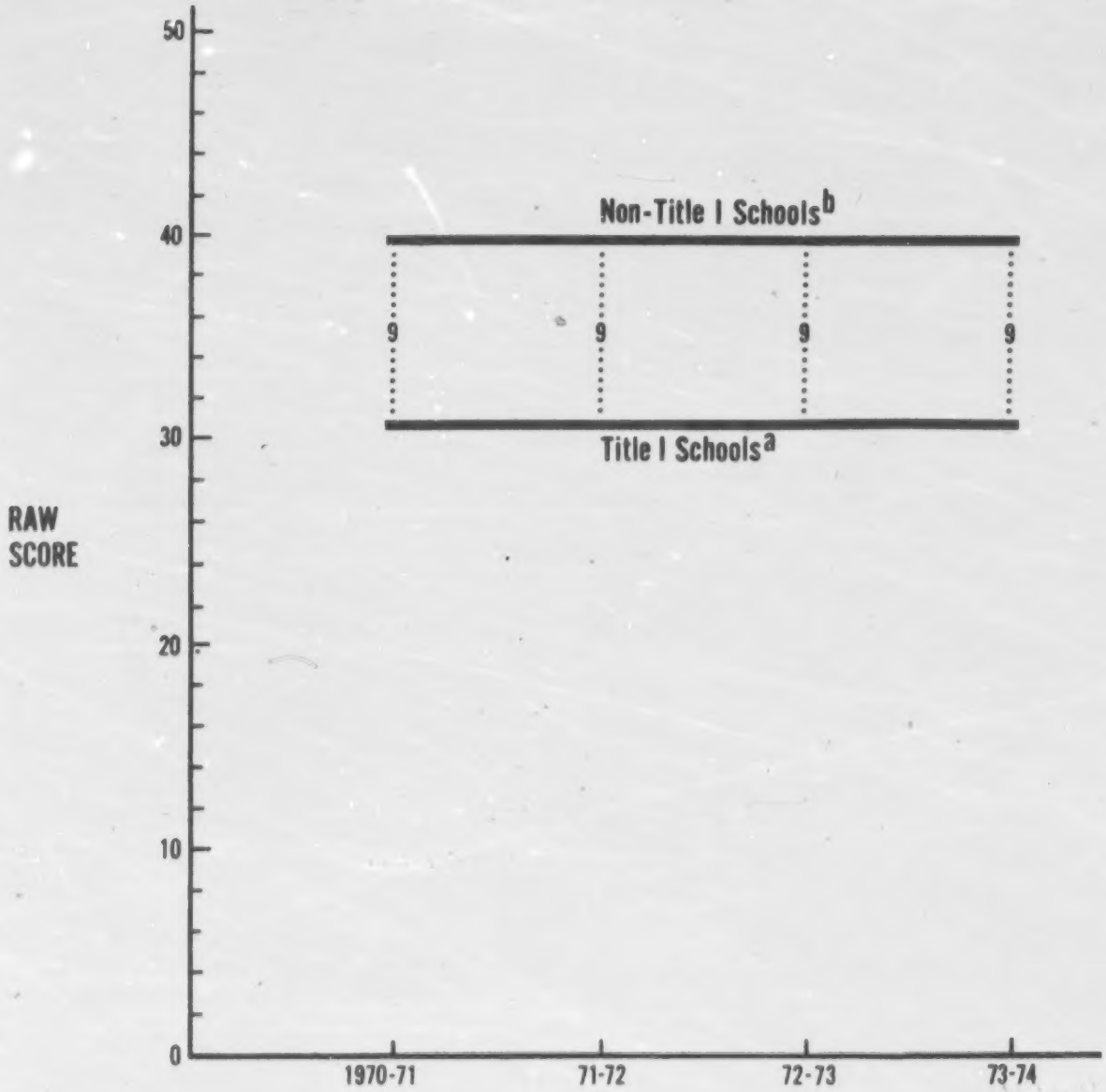
a Includes the 17 schools that have been Title I eligible every year since 1970-71.
b Includes the non-Title I schools for every year since 1970-71.
Number of schools ranges from 48 in 1970-71 to 41 in 1973-74.

Figure 4. MEDIAN GATES-MACGINITIE READING TEST RAW SCORES (PRIMARY C, COMPREHENSION) FOR 3rd GRADE STUDENTS IN TITLE I AND NON-TITLE I SCHOOLS: 1970-1973



a Includes the 17 schools that have been Title I eligible every year since 1970-71.
b Includes the non-Title I schools for every year since 1970-71
Number of schools ranges from 48 in 1970-71 to 41 in 1973-74.

Figure 5. MEDIAN GATES-MACGINITIE READING TEST RAW SCORES (SURVEY D, FORM 1-M, COMPREHENSION) FOR 5th GRADE STUDENTS IN TITLE I AND NON-TITLE I SCHOOLS: 1970-1973



a Includes the 17 schools that have been Title I eligible every year since 1970-71.
b Includes the non-Title I schools for every year since 1970-71.
Number of schools ranges from 48 in 1970-71 to 41 in 1973-74.

Figure 6. MEDIAN GATES-MACGINITIE READING TEST RAW SCORES (SURVEY D, FORM 1-M, COMPREHENSION) FOR 6th GRADE STUDENTS IN TITLE I AND NON-TITLE I SCHOOLS: 1970-1973

It appears that Title I students are holding their own in reading achievement, compared to non-Title I students, even though Title I schools have become progressively "poorer" over the years. Evidence on economic change is given in the section on Achievement Trends in Title I Schools: 1965-1973 on page 68.

Reading Objective III Grades 7-9

As measured by the Gates-MacGinitie, Survey D, Form 2M, Reading Comprehension Test on a pretest (September, 1973) and posttest (May, 1974) basis, those students who are enrolled in compensatory reading programs (grades 7, 8 and 9) beginning September, 1973 and ending May, 1974 will make grade equivalent gains in reading comprehension as follows:

a. 25% will make at least 1.4 months gain for each month in the program.

b. 25% will make 1.0 to 1.3 months gain for each month in the program.

c. The median gain for all students enrolled in the program will be equal to the number of months in the program.

Parochial Schools

Parochial School Title I children in grades 1-8 who receive Title I reading program benefits will make grade equivalent gains in reading comprehension as measured by standardized reading tests as follows:

a. 25% will make 1.4 months gain for each month in the program.

b. 25% will make 1.0 - 1.3 months gain for each month in the program.

c. The median gain for all students served in the program will be 1.0 times the normal number of months in the program.

Table 4 presents the data for public and parochial schools' attainment of objectives. The table indicates that both public and private schools far exceeded their objectives.

For example, only 25% of the public junior high students were expected to make gains of at least 1.4 months for each month in the program; in reality, 78% made or exceeded 1.4 months gain. Similar gains can be noted for the parochial schools.

The expected median gain was 1.0 while the actual median for the public schools was 2.8. For the parochial schools the median gain was 2.3.

Table 4

1973-74 Minneapolis Title I Evaluation:
Attainment of Reading Objectives for Grades 7-9 in Public and Parochial Schools,
Based on a Sample of Educationally Disadvantaged Students

Statement of Objectives		Attainment of Objectives: Actual % of students making each level of gain	
"As measured by the Gates-MacGinitie, Survey D, Form 2 M, Reading Comprehension Test[a] on a pretest (Sept.,1973) and posttest (May, 1974) basis, those students who are enrolled in compensatory reading programs....will make grade equivalent gains in reading comprehension as follows:	Expected % of students making this level of gain	Public Junior Highs N=448	Parochial Schools N=98
1. "25% will make at least 1.4 months gain for each month in the program."	25%	78%	73%
2. "25% will make 1.0 to 1.3 months gain for each month in the program.[b]"	25%	8%	8%
3. "The median gain for all students enrolled in the program will be equal to the number of months in the program[b]" (i.e., a rate of 1.0 months gain per program month).	Expected median gain	Actual median gain	
	1.0	2.8	2.3

Note.--Data in this table are based on the most educationally disadvantaged junior-high-age reading students in 5 Title I public schools and 6 parochial schools. These students were not only aided by Title I, but also participated in a compensatory reading program that was part of Minneapolis' Emergency School Aid Act (ESAA) Project. The data for the present table were originally gathered for the ESAA evaluation. These Title I-ESAA students were supposedly the poorest 90 or so readers in each of the public schools, being at least 2 years below grade level in comprehension as of fall, 1973. The public schools and students here represented are Bryant (75 students), Franklin (103), Jefferson (113), Jordan (104), and Phillips (53). The 98 nonpublic students represented grades 7-9 at Ascension, Holy Rosary, Incarnation, St. Joan of Arc, St. Stephens, and Regina.

[a]For approximately one-third of the students in this table, the reading gains are based on scores from the Gates-MacGinitie Primary C, Form 2, Comprehension Test.

[b]"months in the program" is defined as the number of enrolled days (including absences) between the pretest and the posttest, divided by 18 (the number of days in a school month).

Attributing gains to Title I impact is risky because of sampling bias. Title I students, represented in Table 4, accounted for only 18% of all Title I (reading) eligible students in grades 7-9. These students were selected for Emergency School Aid Act (ESAA) assistance because of their extremely low reading achievement (two or more years below grade level). This section procedure probably resulted in a chance improvement in test scores. However, it seems unlikely that the "chance" improvement would be as large as the improvement noted. Thus, at least some of the gain appears to have been "real." This gain, cannot be attributed solely to Title I impact however, since other programs, such as ESAA, operated in these schools.

Mathematics Objectives I and II Grades 7-9

Objective I: 50% of the Title I students will gain at least as much as the mean gain made by all Minneapolis students on the Minneapolis Arithmetic Computation Test (MACT) given in fall 1973 and spring 1974.

Objective II: 50% of the Title I students will gain mastery-gain points on the units of the Mathematics Basic Skills Development Project (MBSDP) at the rate of 40 or more points per year.

Table 5 presents results of objectives attainment for the two mathematics objectives. Objective I was not met. Objective II was.

Fifty percent of the Title I students were expected to gain as much as the average Minneapolis student on the Minneapolis Arithmetic Computation Test from fall 1973 to spring 1974. Forty-four percent of the Title I students achieved this goal.

Sixty-five percent of the Title I students made mastery-gain points on the units of the Mathematics Basic Skills Development Project at the rate of 40 or more points per year. Only 50% of the Title I students were "expected" to make gains of this magnitude.

Again, results are clouded by sampling bias. About one-fourth of Title I (math) eligible 7-9 grade students were involved in this evaluation. These students were selected on the basis of having the lowest math test scores. Some artificial gains probably resulted from this selection procedure.

Table 5

1973-74 Minneapolis Title I Evaluation:
Attainment of Objectives in Mathematics for Grades 7-9

Statement of Objectives	Expected % of students attaining the objective	Attainment of Objectives: Actual % of students attaining the objective N=771 in total sample
"During the period from Sept.'73 to June '74, the Title I identified students in grades 7-9 will show improved mathematics achievement as evidenced by the following criteria:"		
Objective I: 50% of the Title I students will gain at least as much as the mean gain[a] made by all Minneapolis students on the Minneapolis Arithmetic Computation Test (MACT) given in fall 1973 and spring 1974.	50%	44%[c]
Objective II: 50% of the Title I students will gain mastery-gain points on the units of the Mathematics Basic Skills Development Project (MBSDP) at the rate of 40 or more points per year[b].	50%	65%[d]

Note.--Data in this table are based on the most educationally disadvantaged math students in 7 Title I public schools. These data were originally collected as part of the evaluation of Minneapolis' Emergency School Aid Act Project. In these 7 schools, aided by both Title I and ESAA, the Title I-ESAA students were the lowest scoring 110 or so students on the fall, 1973, MACT. The schools and students represented in this table are Bryant (119 students), Franklin (115), Jefferson (146), Jordan (105), Lincoln (80), Phillips (131), North High 9th grade (75).

[a] The original statement of the objective specified "median gain." The Minneapolis Public Schools Department of Mathematics has information only on mean gain, not median gain. The mean gain on the 33-item MACT for Minneapolis 7th graders was 6.7 correct answers (from 12.9 in fall, 1973, to 19.7 on a different, but apparently equivalent, form given in spring, 1974). For 8th graders, the gain was 4.7, from 17.3 in fall to 22.0 in spring. Based on citywide results, the expected gain for Title I-ESAA students was 5.7, a weighted average based on the fact that 47% of the Title I-ESAA students were 7th graders and 53% were 8th and 9th graders. The 8th and 9th grade Title I students were not distinguished, since there are no 9th grade MACT norms. The mean MACT gain for Title I-ESAA students was 5.6, with a standard deviation of 4.6.

[b] The original statement of the objective specified that "50%... will master at least one area of the Math. B. S. Project materials by reaching the 85% level on criterion-referenced tests associated with the instructional units in each area." This original statement did not, however, define "area." An area could be a single unit (e.g., multiplication of fractions) or a group of units (e.g., all 7 units on fractions). The MBSDP curriculum itself does not use the term "area." The new statement of Objective II above is based on a system of mastery-gain points devised by the MBSDP staff. Upon completion of a unit (with 85% mastery), a student is awarded mastery-gain points depending on both (a) the student's pretest mastery and (b) the estimated difficulty of the unit. A student earns the maximum points by completing the hardest units (e.g. Division of Whole Numbers has 30 points possible) after scoring poorly (below 35%) on the unit pretest. The gain rate of students enrolled for less than one year was prorated so as to be a yearly rate (e.g., 10 points for one quarter equals a rate of 40 points per year). The mean yearly rate actually obtained was 69.8 points, based on a 17.4 quarterly mean of points and a quarterly standard deviation of 12.9 points.

[c] This percent is based on those 565 ESAA-Title I students taking both the fall, 1973, and spring, 1974, MACT.

[d] This percent is based on those 765 students with available data on mastery-gain points earned.

Summary of Progress Toward 1973-74 Objectives

Three of the five major program objectives for 1973-74 were met. Two objectives were not met if a strict interpretation of success is used.

Children in the 1973-74 Title I program, in grades K-6, scored about as well on reading achievement tests as did Title I children in these grades in 1972-73. Minor differences noted suggested some improvement.

When Title I children in grades 1-6 were compared with non-Title I children in these grades, it did not appear that Title I children were falling farther behind.

In grades 7-9, Title I children in public and parochial schools appeared to make substantial gains on tests of reading achievement and on certain mathematics mastery tests. However, progress on a mathematics computation test was not as good. Results could not be attributed solely to Title I since other reading and math programs, notably ESAA, were in operation in these schools.

Attainment, or lack of attainment of objectives should be viewed in the light of changing population characteristics in the Title I schools. Each year since 1965 the percentage of low income children in the Title I schools has increased.

The next section describes changes in student population characteristics and gives achievement data from 1965 to 1973.

ACHIEVEMENT TRENDS IN TITLE I SCHOOLS: 1965 - 1973

Achievement trends of Title I students over an eight year period, 1965-1973, are presented here and comparisons with non-Title I students are made.

Thirty-four Minneapolis elementary schools have been designated as Title I schools at one time or another since Title I funding began in 1965. Five of these schools closed and four other schools were removed from the eligibility list because of population changes. In 1973, twenty-five elementary schools were designated as Title I schools.

In order to measure the overall impact of the Title I program it seemed reasonable to look at the progress of pupils in those schools which had received Title I assistance over a period of years. Fourteen schools were identified as having been designated as Title I schools each year

for the nine year period 1965-66 to 1973-74. These fourteen schools were: Bethune (Grant), Clinton, Corcoran, Greeley, Hall, Harrison, Hawthorne, Hay, Irving, Madison, Mann, Seward, Webster, and Willard. (Table 1 on pages 7 and 8 shows Title I schools for each year since 1965.)

Although all Title I Projects did not focus on teaching basic reading and writing skills--particularly in the early years of federal funding--it seemed reasonable to expect that gains in basic skills would occur in these schools over the years, since some projects did emphasize basic skills as early as 1965.

Before giving evidence on the achievement of pupils in these schools, some additional information on the school populations is presented.

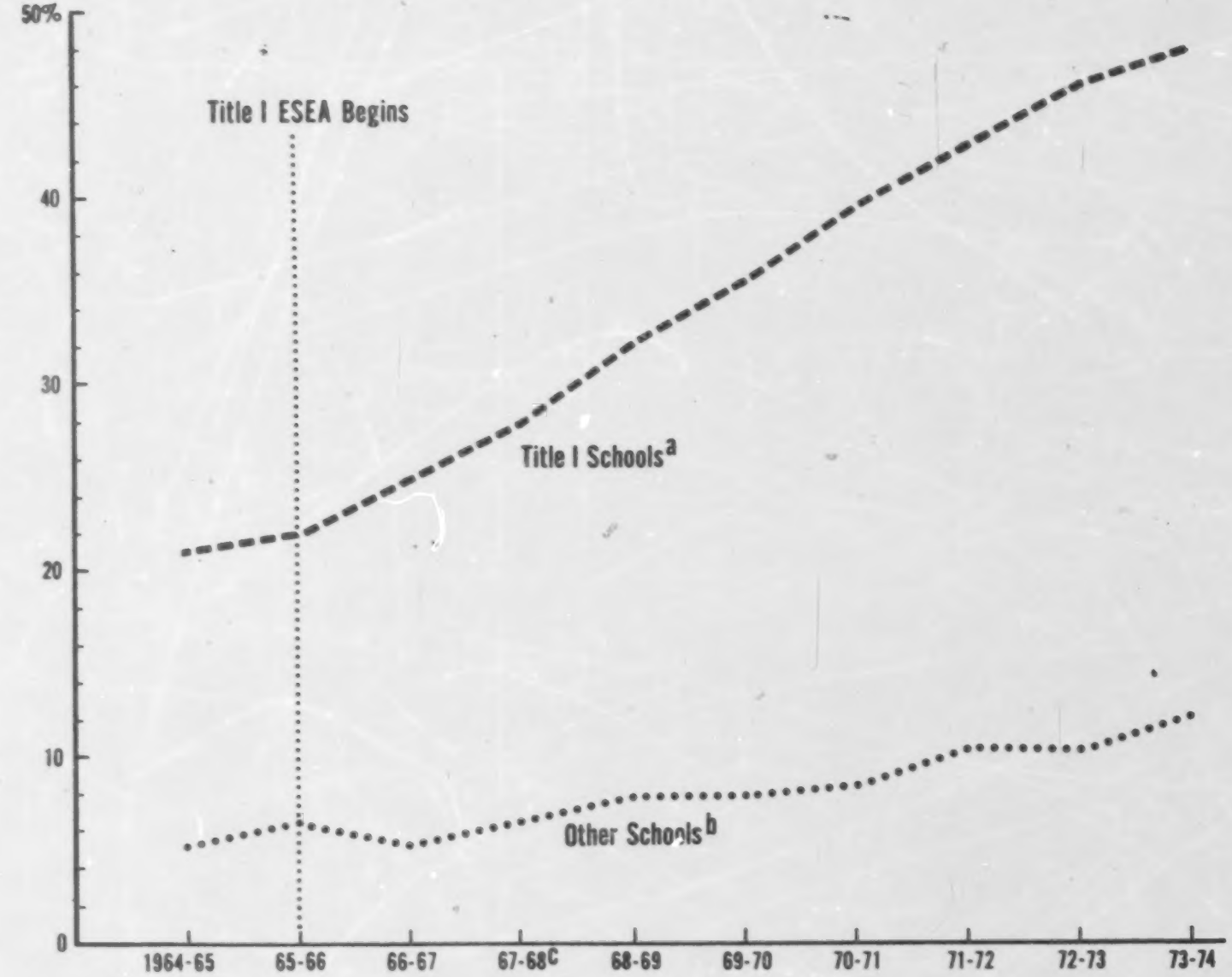
As in other large cities throughout the nation, Minneapolis has had substantial population changes over the last decade. Increasing numbers of low income and minority families have become concentrated in the city.

Figures 7 and 8 on pages 70 and 71 show these changes in the schools. The percentage of students from minority ethnic backgrounds is shown in Figure 7 for 1964 through 1973. Figure 8 shows the percentage of children living in families receiving Aid to Families with Dependent Children (AFDC) from 1967 through 1972.

The trends are clear. The increase of minority and low income students in the fourteen Title I schools has been substantial while increases in non-Title I schools--and schools which have not consistently been designated as Title I--have been moderate. The gap between the two groups of schools has been widening since Title I began. The percentage of minority students has risen from 21% to 48% in the Title I schools and from 5% to 12% in all other schools. The percentage of AFDC students has risen from 27% to 55% in the Title I schools and from 9% to 21% in all other schools. (The Minneapolis Schools' desegregation plan, which was initiated in junior high schools in 1973-74, made a substantial impact on elementary schools when they were desegregated in September 1974.)

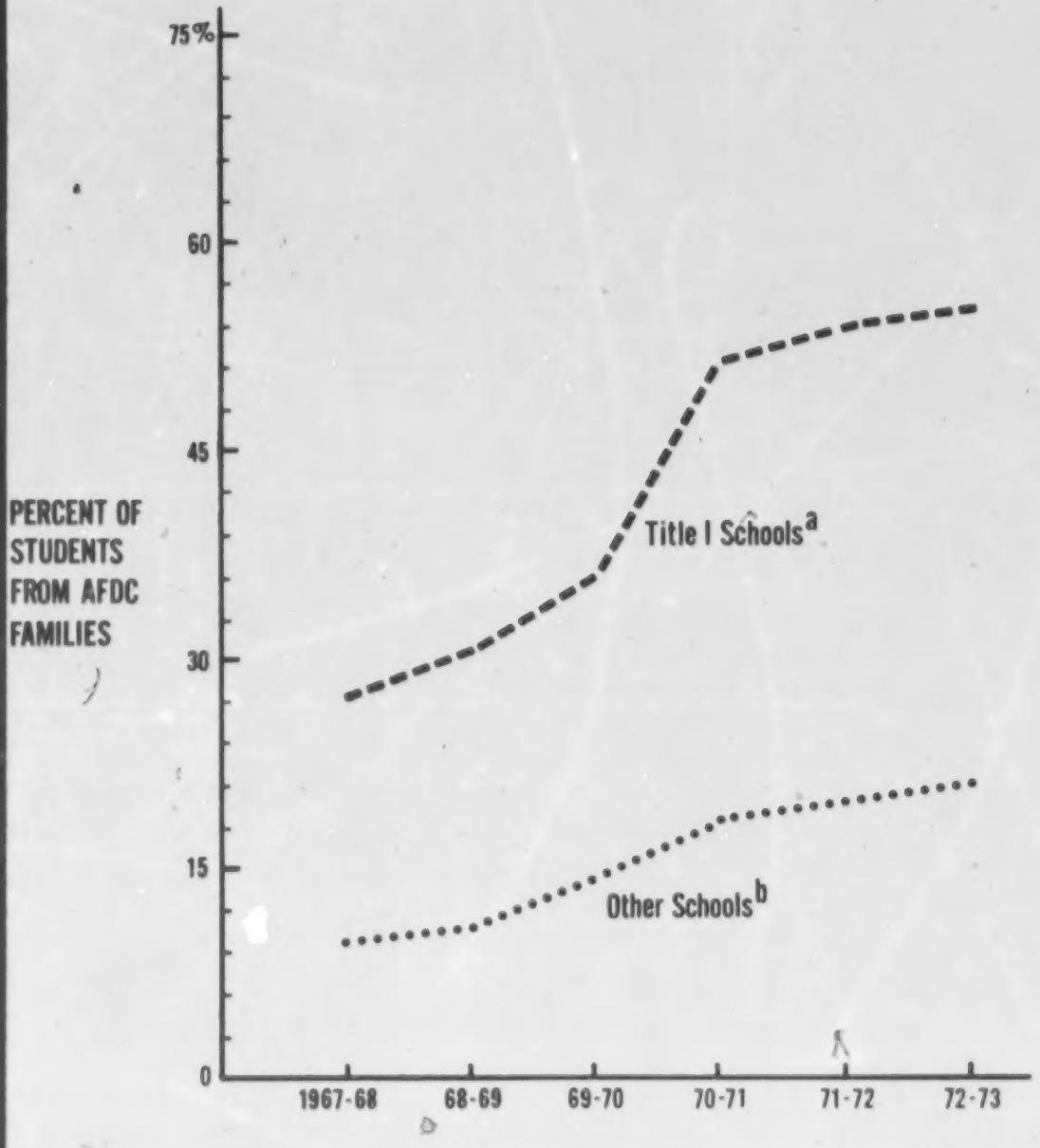
(In 1968-69, students from minority groups other than Blacks and Indians were included in the schools' sight count for the first time. This change had little impact on the trend line shown in Figure 7 since 91% of all minority pupils in Minneapolis elementary schools were either Black or Indian.)

Figure 9 shows the rate of pupil turnover for the Title I and all



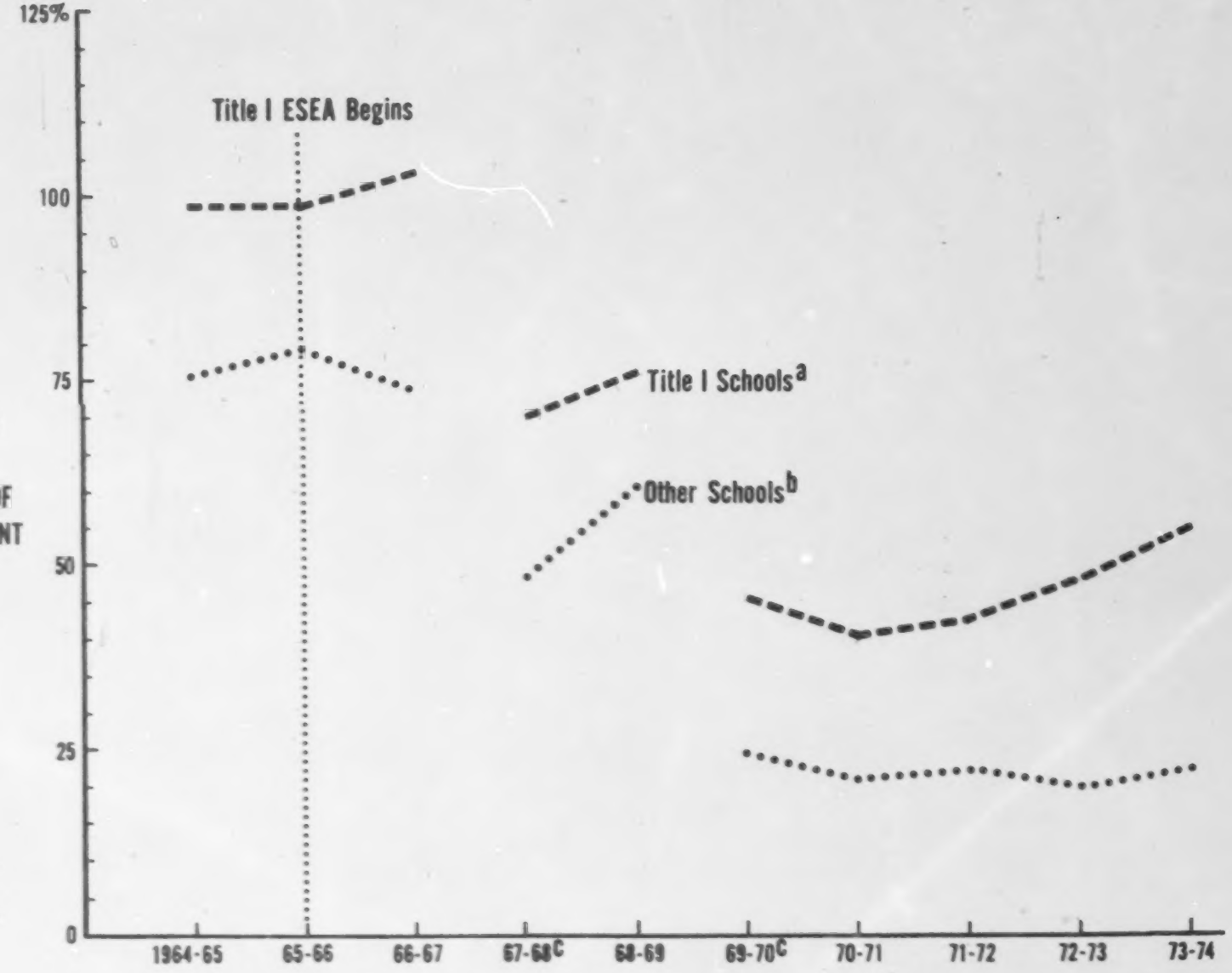
a Includes the 14 schools that have been Title I eligible every year since 1965-66.
b Includes non-Title I schools and the Title I schools not included in the above group. Number of schools ranges from 61 in 1964-65 to 52 in 1973-74.
c Minority Sight Count included only Blacks and Indians in years preceding 1968-69.

Figure 7. PERCENTAGE OF MINORITY STUDENTS IN MINNEAPOLIS TITLE I ELEMENTARY SCHOOLS AND OTHER ELEMENTARY SCHOOLS: 1964-1973



a Includes the 14 schools that have been Title I eligible every year since 1965-66.
b Includes non-Title I schools and Title I schools not included in the above group. Number of schools ranges from 55 in 1967-68 to 52 in 1972-73.

Figure 8. PERCENTAGE OF STUDENTS FROM AFDC FAMILIES IN TITLE I ELEMENTARY SCHOOLS AND OTHER ELEMENTARY SCHOOLS: 1967-1972



a Includes the 14 schools that have been Title I eligible every year since 1965-66.
b Includes non-Title I schools and the Title I schools not included in the above group. Number of schools ranges from 61 in 1964-65 to 52 in 1973-74.
c Turnover rate formula changed from previous formula.

Figure 9. TURNOVER RATES IN TITLE I ELEMENTARY SCHOOLS AND OTHER ELEMENTARY SCHOOLS: 1964-1973

other schools. Because the formula for determining the turnover rate has changed on several occasions one should not conclude that the turnover rate has been steadily declining. The change may be due to the formula used. However, one observation is apparent: Title I schools have consistently had a much greater turnover rate than other schools. It also appears that turnover has increased more in Title I schools than in other schools since 1971-72.

In summary, Title I schools have shown an increase in minority population, an increased number of children has come from poor families, and the pupil turnover rate has been much greater than in other schools.

Studies showing that low income children, as a group, score lower on achievement tests than do middle or upper income children are abundant. In view of the large increase in the percentage of low income children in the Title I schools of Minneapolis over the last seven or eight years, one might predict a downward trend in achievement test scores.

Research on race and achievement tests is not so clear cut as is research on race and economic status although cultural or racial bias in certain ability tests has long been demonstrated. If achievement tests are biased against minority children then added weight could be given to a prediction of declining test scores in the Title I schools.

The bulk of the evidence suggests that test scores in Minneapolis Title I schools should have declined from 1965 to 1973, other things being equal.

We turn now to an examination of achievement test scores in Minneapolis Title I schools during a time when the numbers of low income and minority children were increasing substantially. Figures 10-14 present achievement test trends. In these figures the test scores for the fourteen schools consistently eligible to receive Title I funds (hereafter called core schools) are compared with all other schools and the citywide median. In each of the figures the trend lines are based on the raw score of the median student in each group.

Because the citywide testing program has changed over the years it is not possible to show trends for more than four or five years for some of the tests.

Figure 10 presents one of the more significant test trends in the Minneapolis Public Schools. It shows the steady increase in median scores

that has been made by Minneapolis students on the Metropolitan Readiness Test, which was administered to all first graders. Since 1967-68, the first year the test was given in Minneapolis, the median test score for students in all three groups has increased at least nine points.

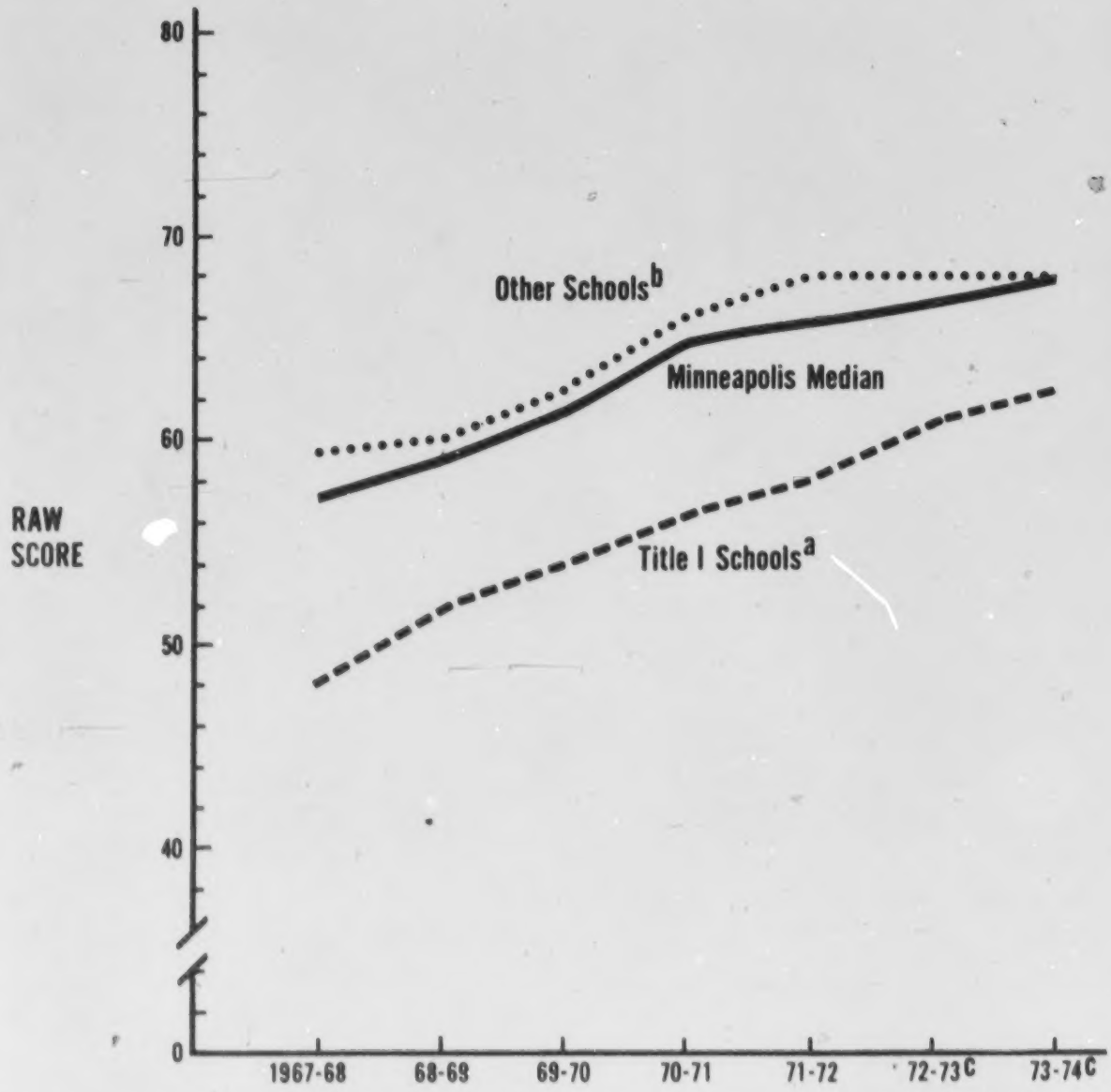
The most dramatic gains have been made by students in the core schools. The raw score in the core schools has increased 14 points since 1967-68. The median student in these Title I schools performed as well on this test in 1973-74 as the median student in the other schools did in 1969-70.

Many factors may have contributed to these test score gains. Educational television, changes in the kindergarten curriculum--which placed greater emphasis on teaching the alphabet beginning in 1969--and testing children at somewhat older ages in recent years may have influenced test scores. These factors, however, operated in Title I and non-Title I schools alike. Any closing of the gap between students in core schools and students in the other schools may be due to Title I programs rather than to the other factors.

An upward trend in 2nd grade achievement test scores was also apparent. As Figure 11 shows, this growth has been uneven but has accelerated since 1970. Since 1970-71, the median raw score increased 7 points in the core schools and 8 points in the other schools.

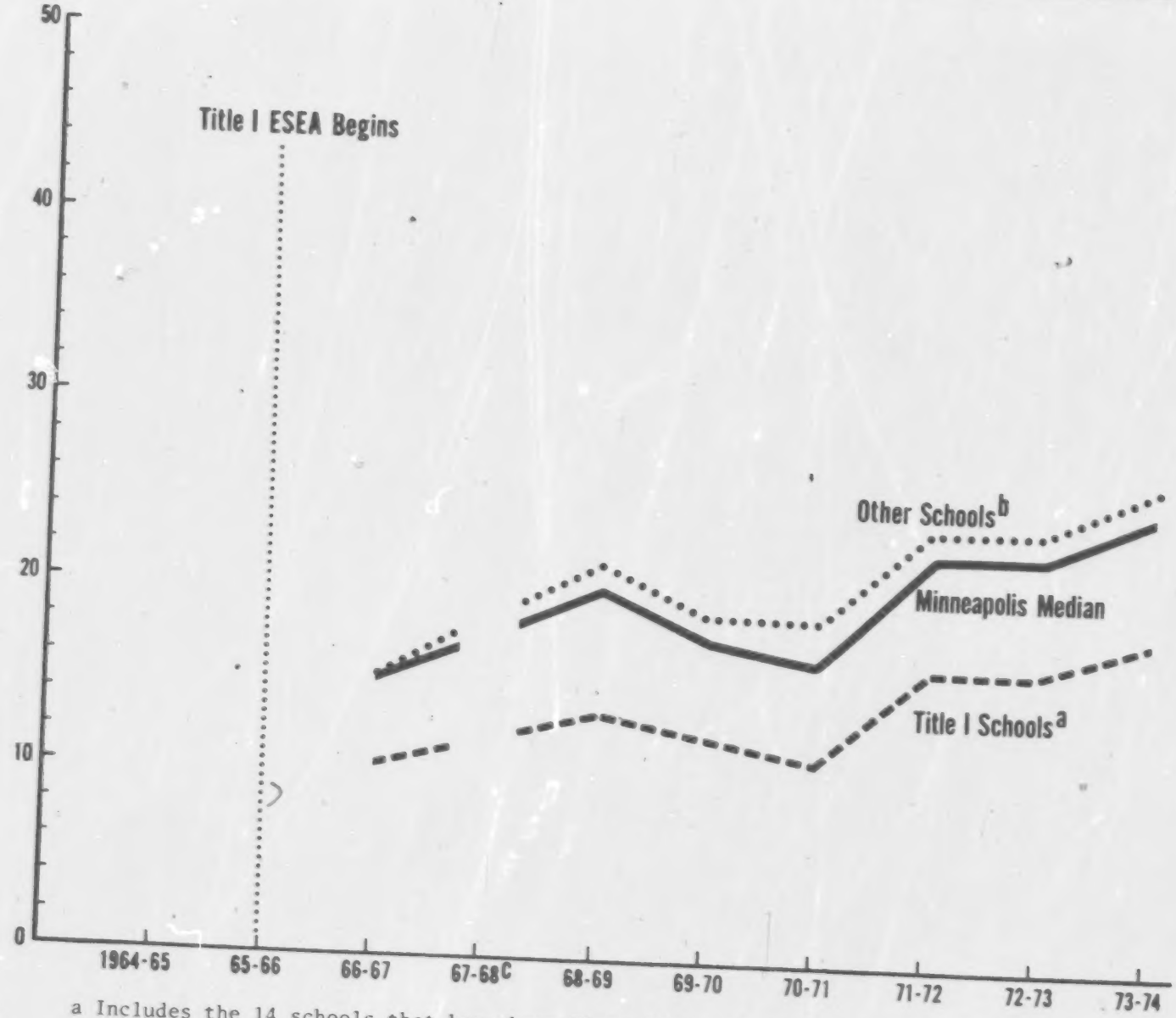
The trends in grades 3, 5 and 6 are less conclusive. (No comparable achievement test data were available for fourth grade). In grade three, the citywide median increased one point in each of the past three years while the median for the core schools increased by one point for all three years. The trend is not clearly established in grade five for either the core schools or the city. A downward trend in sixth grade scores through 1968-69 is shown in Figure 14. Since that time, the trend line appears rather flat.

This analysis has revealed growth in achievement test scores in grades 1 through 3 of the Minneapolis Public Schools. While there is no evidence to suggest that the students in the Title I core schools are closing the gap with other Minneapolis students, trend lines indicate that Title I students have made gains at the same rate or nearly the same rate as other Minneapolis students. The relative distance between the two groups of schools appears to have remained about the same in most grades



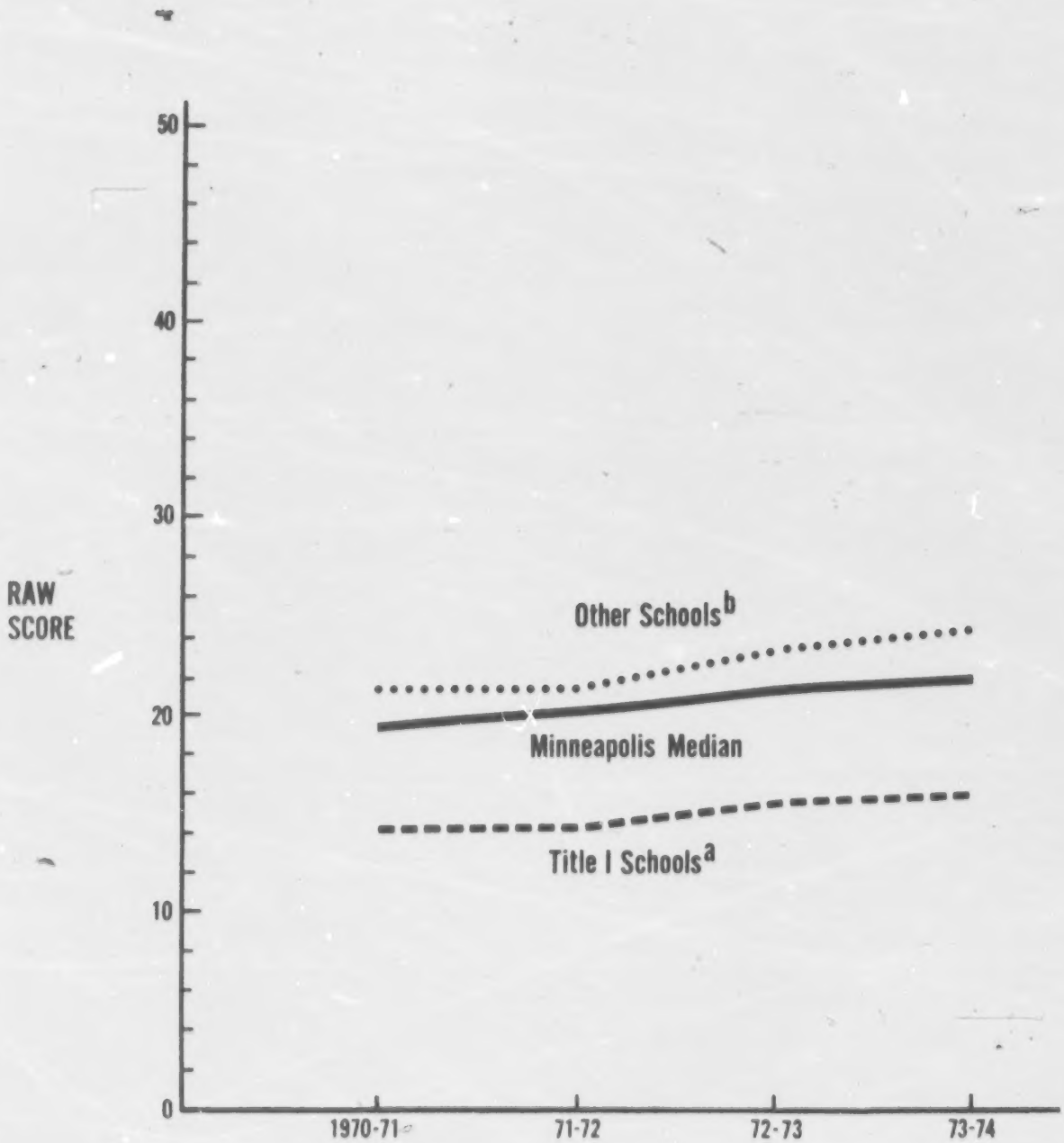
a Includes the 14 schools that have been Title I eligible every year since 1965-66.
b Includes non-Title I schools and Title I schools not included in the above group. Number of schools ranged from 55 in 1967-68 to 52 in 1973-74.
c Form B used in 1972-73 and 1973-74.

Figure 10. MEDIAN METROPOLITAN READINESS TEST RAW SCORES (FORM A) FOR 1st GRADE STUDENTS IN TITLE I AND OTHER SCHOOLS: 1967-1973



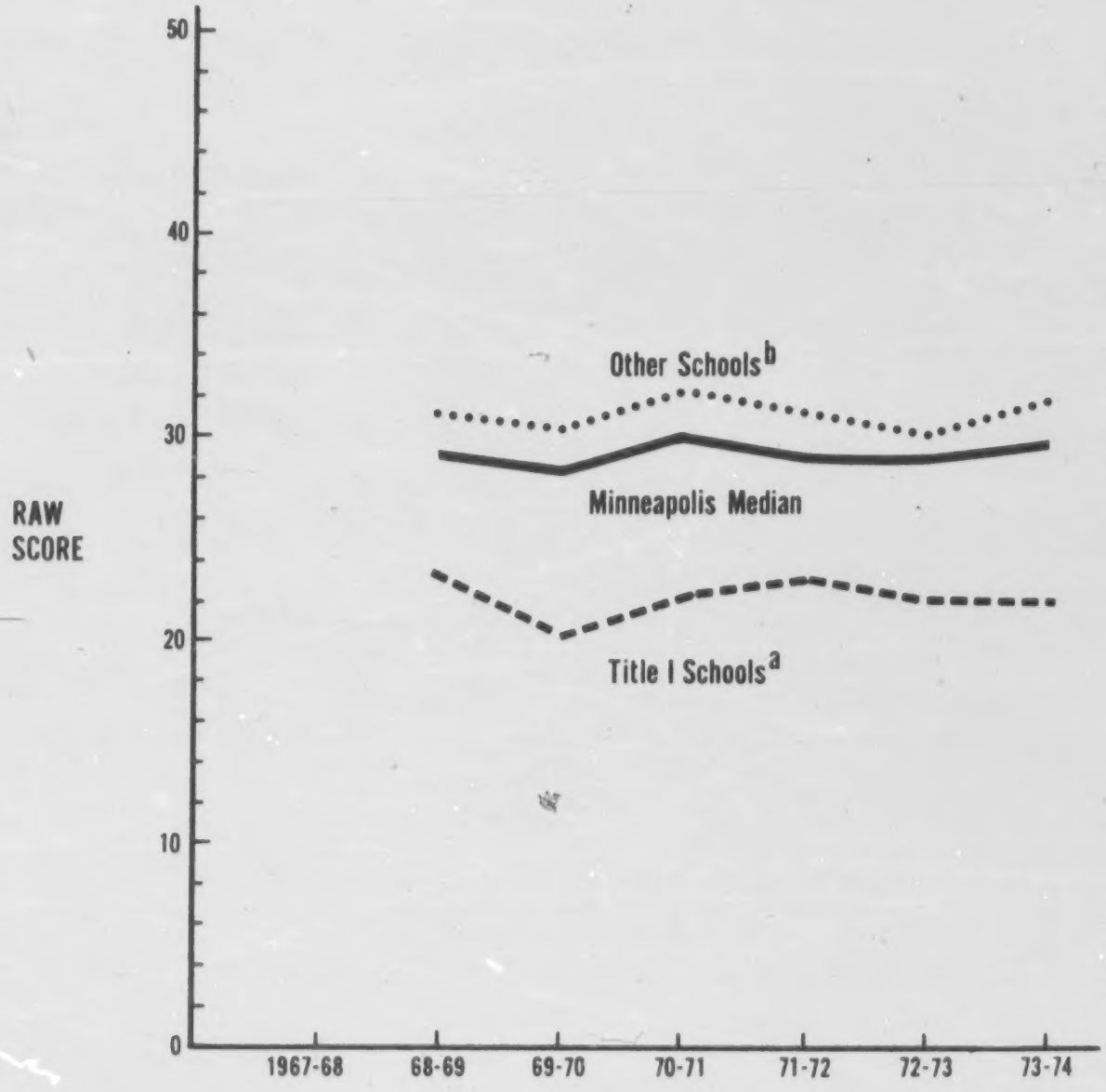
a Includes the 14 schools that have been Title I eligible every year since 1965-66.
b Includes non-Title I schools and the Title I schools not included in the above group. Number of schools ranges from 58 in 1966-67 to 52 in 1973-74.
c No citywide test results available for 1967-68 2nd graders.

Figure 11. MEDIAN BOND-BALOW-HOYT READING TEST RAW SCORES (FORM L-1, WORD RECOGNITION) FOR 2nd GRADE STUDENTS IN TITLE I AND OTHER SCHOOLS: 1966-1973



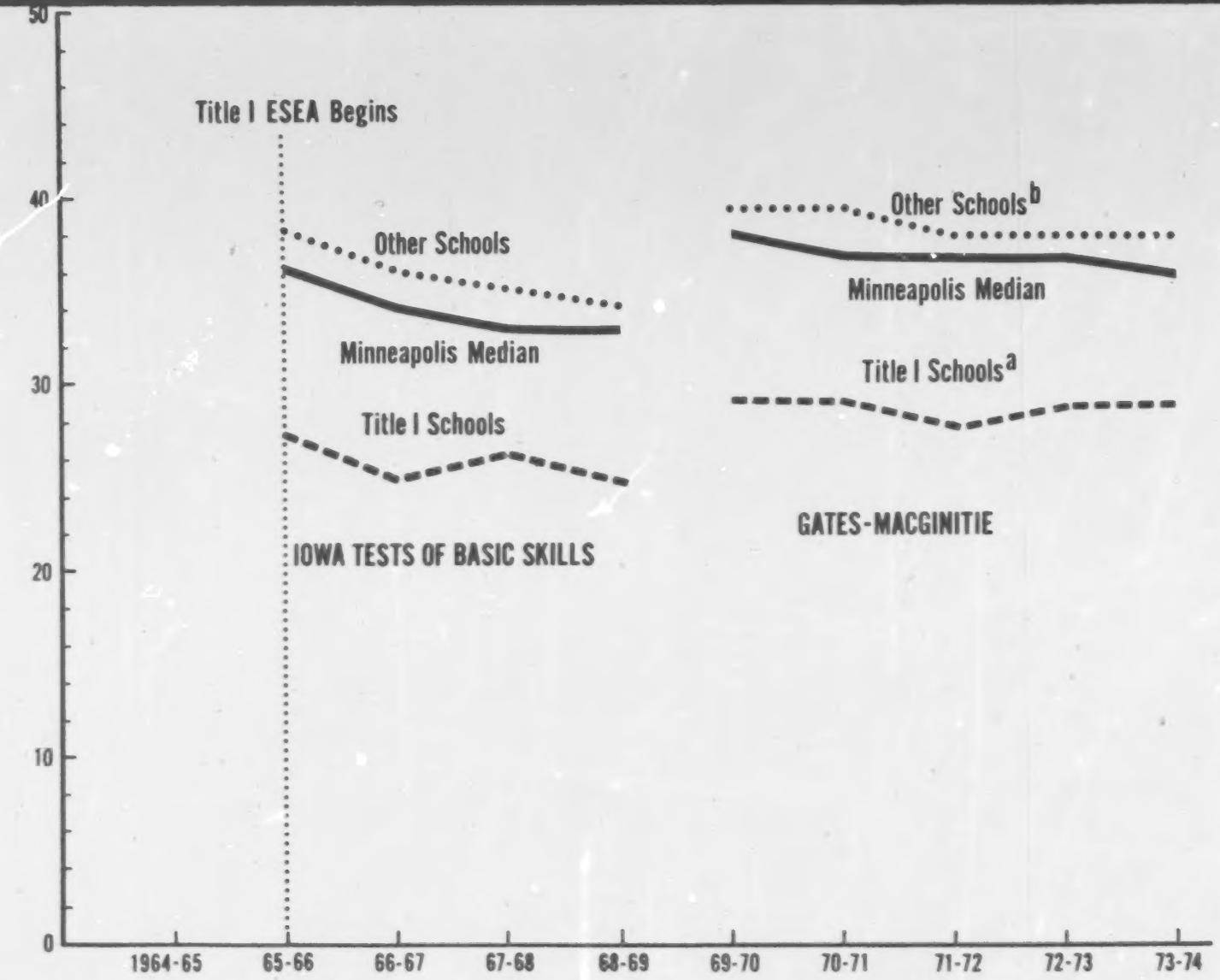
a Includes the 14 schools that have been Title I eligible every year since 1965-66.
b Includes the non-Title I schools and Title I schools not included in the above group. Number of schools ranges from 55 in 1970-71 to 52 in 1973-74

Figure 12. MEDIAN GATES-MACGINITIE READING TEST RAW SCORES (PRIMARY C, COMPREHENSION) FOR 3rd GRADE STUDENTS IN TITLE I AND OTHER SCHOOLS: 1970-1973



a Includes the 14 schools that have been Title I eligible every year since 1965-66.
b Includes the non-Title I schools and Title I schools not included in the above group. Number of schools ranges from 55 in 1968-69 to 52 in 1973-74.

Figure 13. MEDIAN GATES-MACGINITIE READING TEST RAW SCORES (SURVEY D, FORM 1-M, COMPREHENSION) FOR 5th GRADE STUDENTS IN TITLE I AND OTHER SCHOOLS: 1968-1973



a Includes the 14 schools that have been Title I eligible every year since 1965-66.
b Includes non-Title I schools and the Title I schools not included in the above group. Number of schools ranges from 61 in 1965-66 to 52 in 1973-74.

Figure 14. MEDIAN RAW SCORES ON THE IOWA TESTS OF BASIC SKILLS (FORM L, READING COMPREHENSION) AND THE GATES-MACGINITIE READING COMPREHENSION TEST FOR 6th GRADE STUDENTS IN TITLE I AND OTHER SCHOOLS: 1965-1973

and the pattern of gains and losses over the years are very consistent for the two groups of children.

In view of the much greater increase of low income and minority children in the Title I schools, and in view of the consistently higher turnover rate in these schools than in the city as a whole, these findings may be considered encouraging.

Based on the experiences of other cities, one might have expected declining test scores in the Title I schools and a widening of the gap between the achievement of Title I and non-Title I students. These things have not occurred in Minneapolis.

This analysis is not sufficient to permit cause and effect conclusions about the impact of Title I. Test scores were based on the median test score of all the students in the 14 schools and thus included both Title I and non-Title I students in the core schools. Other studies are needed to support these promising results.

Evaluation of student achievement in specific projects and measures of Title I impact over the years have been presented. Another aspect of evaluation has to do with the management or operations of the Title I program. Evaluation of operations is presented next.

EVALUATION OF PROJECT OPERATIONS

This section describes two approaches to evaluating certain aspects of Title I operations. First, brief summaries of evaluations of the process involved in four Title I-C projects are given. (Title I-C funds are special grants made to school districts with unusually high percentages of low income children.) Then, an analysis of Title I budgets from 1967 to 1974 is presented.

Evaluation of Project Processes

Two Title I instructor-coordinators, working out of the Office of Planning, Development and Federal Projects, assisted Project Directors in interpreting and adhering to federal, state and local guidelines. In one sense, these instructor-coordinators helped evaluate the processes taking place in each project.

A more formal process evaluation approach was tried in 1972-73. In cooperation with the State Department of Education, Minneapolis contracted CTB/McGraw-Hill to develop a process evaluation model. This model[2] appeared to have promise and plans to implement it in all Title I projects were submitted as part of the 1973-74 application. However, these plans had to be dropped when other evaluation requirements were made. A limited use of certain aspects of the process evaluation model was made in five Title I-C projects.

The major purpose of a process evaluation is to provide information to a project manager about the progress of the project. The information must be provided in time for the manager to make changes in the project operations if it appears that changes are needed. The nature of this kind of information feedback does not lend itself to a meaningful "final report." Useful information is often presented orally or in weekly or monthly reports. The final report is basically an historical document--although a review of project operations may help in planning future projects.

Summaries of the five Title I-C process evaluations presented here do not give a good picture of the evaluation process; however, some idea of the kinds of topics studied in these evaluations may be gained.

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[2] CTB/McGraw Hill Department of Programs and Services. Minneapolis Public Schools Title I Implementation Evaluation Model--Final Report. Monterey, Calif. Sept. 1973.

PAROCHIAL READING WORKSHOP FOR MATERIAL PRODUCTION

PROJECT PROFILE

Project Administrator:	Sister Anne Baeckers
Evaluation by:	Sandra H. Schilling, contracted evaluator
Project Location:	St. Helena's School 3200 E. 44th Street Mpls. Minn. 55409
Telephone Number:	(612) 529-8327
Grades Served:	4 - 6
No. of Pupils Served:	Undetermined
No. of Schools Served:	9
No. of Years in Operation:	6 months
Staff:	1 coordinator, 1 consultant
Title I Funds:	$9,573
Cost Per Pupil:	Undetermined

OVERVIEW

The Parochial Reading Workshop for Material Production was developed to provide teachers and aides with skills and techniques for developing individualized reading labs within their own classrooms. Specific activities provided by the project included: (a) one half-day visit to a model reading lab for each participating school; (b) two 2-hour needs assessment sessions for each school; (c) four 4-hour workshops to learn techniques for producing materials and to produce materials for use in their own classrooms; and (d) two 2-hour sessions to organize and evaluate the materials produced and to make plans for future development.

Parochial Reading Workshop (Cont.)

KEY FINDINGS

1974 Process observations of this project revealed that:

1. The project was well planned and was implemented according to plan.
2. Having teachers and aides participate jointly in the workshop was approved by leaders and participants alike.
3. Considerable enthusiasm was generated among the workshop participants and seemed, in some cases, to spill over to primary classrooms.

Problems encountered during project implementation were primarily technical ones such as payment of aide stipends and not receiving supply orders when needed.

EAST AND WEST AREA TITLE I STAFF DEVELOPMENT PROJECT

PROJECT PROFILE

Project Leader:	Diane Carley
Evaluation by:	Thomas McCormick, contracted evaluator
Project Location:	Lehmann Center 1006 West Lake Street
Telephone Number:	(612) 348-4065
Grades Served:	4 - 6
No. of Pupils Served:	No pupils were directly served by this project
No. of Schools Served:	13
No. of Years in Operation:	6 months
Staff:	No permanent staff
Title I Funds:	$44,336
Cost Per Pupil:	Not appropriate for this project

OVERVIEW

The East and West Area Title I Staff Development Project was the result of a joint proposal developed by elementary principals and the Title I instructor-coordinator. More than 40 percent ($44,336) of the total Part C funds were allocated to the two areas. Three consultants were contracted to train 41 fifth grade teachers and 18 reading supplementary teachers in reading comprehension strategies, instructional techniques and test selection. Book company representatives were scheduled to display reading materials. At the end of the in-service sessions, teachers selected remedial reading materials for their Title I students.

KEY FINDINGS

1974 The Research and Evaluation Department conducted a process evaluation of the Part C funded project. Unlike other evaluations which measure or analyze products of a program after the program has ended, a process evaluation is conducted while the program is still taking place. Operational guidelines were written and three questionnaires were developed and administered to the participating teachers.

The few problems encountered during the implementation of this project were minor and had no important impact on the project. One difficulty encountered early in the project was a lack of adequate meeting space. Another problem that occurred at the beginning of the project was confusion over leadership responsibilities. Both problems were resolved.

By at least one important measure--the opinions of the participants--the East/West Area Staff Development Project was a success. The responses of the teachers on three questionnaires indicated widespread agreement that the project was informative, useful and a worthwhile expenditure of the Part C funds. Plans were made for a committee of teachers to evaluate the effectiveness of the materials purchased with Part C funds.

McCormick, T. Process Evaluation of the East and West Area Title I Staff Development Project, Spring 1974. Minneapolis: Minneapolis Public Schools, 1974.

NORTH AREA INTERMEDIATE READING CADRE

PROJECT PROFILE

Project Administrator:	Clarence Falk
Evaluation by:	Sandra H. Schilling, contracted evaluator
Project Location:	Sheridan School 1201 University Avenue N. E.
Telephone Number:	(612) 336-6216
Grades Served:	4 - 6
No. of Pupils Served:	The materials developed in this project will be available to teachers of all North Area Intermediate Title I children in the fall of 1974.
No. of Schools Served:	12
No. of Years in Operation:	6 months
Staff:	3 full time professionals, 12 paraprofessionals for 20 days each, 1 project consultant
Title I funds:	$27,977
Cost Per Pupil:	Not appropriate for this project

OVERVIEW

The North Area Intermediate Reading Cadre was formed to develop high interest reading materials for intermediate level Title I students. Briefly, the intent of the project was to identify student interest areas, survey teacher needs, write materials to meet the needs and interests identified, and field test and revise the materials.

A number of persons were recruited to carry out these project responsibilities. Twelve intermediate teachers from eleven of the Title I schools were relieved from classroom duty from February 4 to March 1, 1974, to write materials. A planning liaison committee, also composed of one teacher from each building, was allocated stipend funds for four two-hour meetings to develop a plan for field testing materials produced. Project coordination was the responsibility of two teachers on special assignment and an Intermediate Reading Team member who was relieved of his duties there from January to June. In addition, a consultant from the University of Minnesota was hired to provide leadership and technical assistance.

North Area Reading Cadre (Cont.)

KEY FINDINGS

1974 Evaluation of the North Area Intermediate Reading Cadre was a process evaluation. Its purpose was twofold: (a) to determine whether or not the project was implemented according to the original proposal and (b) to identify specific problems and successes with project implementation.

Project observations revealed that (1) the quantity of materials developed exceeded expectations, (2) materials were appealing to students and (3) teachers were generally enthusiastic about their use. Leadership styles of the project coordinator and the consultant, the broad based involvement of classroom teachers and their commitment to the project, and an extensive survey of student interests were factors which probably contributed to the success of this project. Major problems identified in the project were establishing leadership roles and responsibilities and insufficient allocation of time and resources.

Schilling, S. H. Process Evaluation of Four Title I Projects: North Area Intermediate Reading Cadre, North Area Computer Study Group, Parochial Reading Workshop, System 80. Minneapolis: Minneapolis Public Schools, July, 1974.

PROJECT PROFILE

Project Chairman:	George McDonough
Evaluation by:	Sandra H. Schilling, contracted evaluator
Project Location:	North Area Elementary Principals Group
Grades Served:	Not appropriate for this project
No. of Pupils Served:	No pupils were directly served by this project
No. of Schools Served:	Not appropriate for this project
No. of Years in Operation:	6 months
Staff:	No permanent staff
Title I Funds:	$3,966
Cost Per Pupil:	Not appropriate for this project

OVERVIEW

The Computer Study Group was formed in response to a need in North Area Title I schools "to develop more refined techniques in skills management for reading and math." Funds were provided for a committee of North Area administrators to visit computer management systems operating in the United States. The plan was "to seek already designed computer management programs to institute or modify for Title I schools in Minneapolis." The Computer Study Group established six goals to guide its work:

1. To gain a better understanding of the data process operation in the total school system.
2. To develop and maintain lines of communication with computer oriented committees.
3. To investigate how the computer assists with student record keeping and management of instruction in schools other than Minneapolis.
4. To work to develop or extend the present student record keeping system to include Title I Needs Assessment data, attendance, and other data which may be necessary for the management of the instructional program.
5. To develop a management system in the instructional areas of reading and math.
6. To explore the relationship of CMI to individual privacy and student rights.

By late spring this study group was to recommend to the area superintendent a computer management program which could be implemented in the fall of 1974.

Computer Study Group (Cont.)

KEY FINDINGS

1974 The evaluation of this project was a process observation to compare project implementation with the original proposal. For various reasons the project purpose to select a computer management system for implementation in the fall of 1974 was not met. Instead, a second proposal to (a) establish criteria for and (b) tailor-make an instructional management system for Minneapolis was developed. Design of the original proposal and lack of planning throughout implementation were identified as primary problems.

Schilling, S. H. Process Evaluation of Four Title I Projects: North Area Intermediate Reading Cadre, North Area Computer Study Group, Parochial Reading Workshop, System 80. Minneapolis: Minneapolis Public Schools, July, 1974.

PROJECT PROFILE

Project Administrator:	Lowell--Jack Ott Hawthorne--Don Lounberg Irving--Wally Buchanan
Evaluation by:	Sandra H. Schilling, contracted evaluator
Project Location:	Lowell, Hawthorne and Irving Elementary Schools
Telephone Number:	Lowell--(612) 529-9695 Hawthorne--(612) 529-9103 Irving--(612) 721-5063
Grades Served:	4 - 6
No. of Pupils Served:	Lowell--29 Hawthorne--31 Irving--21
No. of Schools Served:	3
No. of Years in Operation:	6 months
Staff:	Project funds supported 1 aide, six hours per day at Lowell and Hawthorne. In addition building principals and a regular staff member also assumed responsibility for the project in each school.
Title I Funds:	$14,536
Cost Per Pupil:	$179.46

OVERVIEW

The Part C, System 80 program at Lowell and Hawthorne provided two System 80 machines for each school, two reading programs, one math program, and the services of one aide for six hours a day. At Irving, Part C funds provided one System 80 machine and two reading programs. Local school funds were used to rent a second machine about midway through the project.

System 80 is an individualized audio-visual instructional system. The basic components of the system are headphones and a small television set-like device with buttons in front which students depress to indicate responses to an instructional program. The programs are operated by a filmstrip-record combination.

Intermediate Title I students in each school were scheduled into the reading or math programs (reading only at Irving), in fifteen or twenty minute blocks of time throughout the school day.

System 80 (Cont.)

KEY FINDINGS

1974 Evaluation of the System 80 project focused on both the process of implementing System 80 programs and the impact of those programs on student achievement in reading and math. Observations of project implementation revealed that (a) there were difficulties establishing management responsibilities for the program within each of the schools; (b) it was difficult to schedule students in fifteen to twenty minute blocks of time throughout the school day; and (c) problems motivating students to attend and achieve in System 80 seemed to be reduced when aides at Lowell and Hawthorne developed reward systems.

Regarding the impact of the System 80 reading programs on student achievement, it was discovered that the "Learning Letter Sounds" and "Words in Context" programs were too simple for intermediate students as most had mastered the content prior to entering the program. The math program, which focused on multiplication and division facts, was more on target with student needs. Student achievement in this program content seemed to warrant its continuation as a supplement to the intermediate math program.

Title I Budget Allocations: 1967-1974

Tables 6-10 present information about Title I budgets from fiscal year (FY) 1967 through 1974, exclusive of FY 1969 for which similar budget information was not available. Budgeted funds, not actual expenditures, are shown. This analysis gives only a partial picture of Title I budgets because addendums, reallocations or summer budgets are not included.

Table 6 shows the breakdown of each annual budget into three areas: evaluation, direct program services and indirect program services. Table 6 gives the amount of funds budgeted while Table 7 shows the percentage of funds budgeted for each of these three purposes.

These tables do not present information directly related to federal accounting categories. The information is based on an analysis of the functions for which funds were budgeted. Thus, program and project evaluation costs are included in evaluation, direct instructional services to children are called direct program services, and administration, instructional support services, dissemination, monitoring, and, in 1974, indirect costs, are called indirect program services.

Total Title I funds dropped from 1967 to 1970; since then, they have risen steadily. However, these figures should be related to the number of Title I children eligible to receive funds each year in order to get a clear picture of federal funding.

Funds allocated for direct program services followed the same pattern as total funds, dropping through 1970 and then rising. The budgets for indirect program services did not follow a consistent pattern while evaluation budgets have dropped steadily since 1971.

The percentage of all funds allocated for direct program services ranged from 80% to 90%. Indirect program service costs ranged from 6% to 15% and evaluation from 3% to 5%, over the years.

Since 1971, budgeting appears to have reached a stable pattern. One might say that typically, out of each Title I dollar, 86 cents will be budgeted for direct program services, ten cents will be budgeted for indirect program services and four cents will be budgeted for evaluation.

How are program funds spent? What kinds of projects get the most money? Does more money go to elementary or secondary school projects? To basic skills or other projects? This section attempts to answer these questions. Again, budgeted amounts, not actual expenditures, are used for the analysis.

Table 6

Title I Funds Budgeted for Direct Program Services, Indirect Program Services, and Evaluation for Fiscal Years 1967-1974

	Direct Program Services	Indirect Program Services	Evaluation	All Funds
1967	$1,622,595	$110,250	$74,598	$1,807,443
1968	1,491,887	176,776	93,533	1,762,196
1969	NA	NA	NA	NA
1970	1,401,629	272,449	89,829	1,763,907
1971	1,727,891	196,533	108,056	2,032,480
1972	2,103,929	240,234	104,505	2,448,668
1973	2,483,858	309,547	97,337	2,890,742
1974	2,637,980	303,855	96,911	3,038,746

NA= Not Available

NB= Only regular school year allocations are included. Addendum, reallocation and summer budgets are excluded.

Table 7

Percentage of Title I Funds Budgeted for Direct Program Services, Indirect Program Services, and Evaluation for Fiscal Years 1967-1974

	Direct Program Services	Indirect Program Services	Evaluation	Total
1967	90%	6	4	100%
1968	85	10	5	100
1969	NA	NA	NA	NA
1970	80	15	5	100
1971	85	10	5	100
1972	86	10	4	100
1973	86	11	3	100
1974	87	10	3	100

NA= Not Available

NB= Only regular school year allocations are included.

Table 8 gives the amount, in thousands of dollars, and the percentage of all program funds budgeted for elementary or secondary programs. Some budget allocations could not be separated and are labeled elementary/secondary.

On the surface it appears that a great change in programmatic allocations occurred in 1973. In that year 64% of the program budget was allocated for elementary programs and seven percent for combined elementary/secondary programs. In the previous year, 1972, 37% of the budget was allocated for elementary programs and 44% for combined elementary/secondary programs. However, this difference appears to be largely the result of a change in accounting procedures. Prior to 1973, funds used to pay the salaries of teacher aides and Special Learning and Behavior Problems (SLBP) teachers were "broken out" in a lump sum and thus it was not possible to identify how much was spent for elementary or secondary aides and teachers. In 1973, however, this procedure was changed and teachers and aides were identified by school. This resulted in a substantially larger amount and percentage of Title I program funds that could be identified as being spent for elementary programs.

While the greatest percentage increase in elementary program funding is probably due to this change in accounting procedure, there is evidence in Table 8 to suggest that more attention has been focused on elementary programs in the last few years than in the early years of Title I. The percentage of Title I funds allocated for elementary programs increased from 64% in 1973 to 69% in 1974. In the same period the percentage of Title I funds allocated for secondary programs decreased from 29% to 25%. A preliminary review of the 1975 budget shows that this trend is continuing.

It appears that currently two-thirds of Title I funds are allocated exclusively for elementary school programs and one-third are allocated for secondary or combined elementary and secondary program. The trend toward greater emphasis on elementary programs has continued into FY 1975.

Table 9 shows how elementary, secondary and elementary/secondary program funds were allocated among five program categories: non-identified basic skills, reading, math, special education, and other programs. For purposes of this analysis <u>non-identified basic skills</u> were defined as all Title I programs involved with remedial reading <u>and</u> math basic skills

Table 8

Amount and Percentage of Title I Program Funds Budgeted for Elementary and Secondary Programs for Fiscal Years 1967-1974
(thousands of dollars)

	Elementary		Secondary		Elementary and Secondary		All Program Funds	
	$	%	$	%	$	%	$	%
1967	584	36	573	35	465	29	1,623	100
1968	641	43	551	37	299	20	1,492	100
1969	NA		NA		NA		NA	
1970	451	32	286	20	664	47	1,402	99
1971	656	38	301	17	771	45	1,728	100
1972	776	37	408	19	920	44	2,104	100
1973	1,596	64	718	29	170	7	2,484	100
1974	1,851	69	650	25	136	5	2,637	99

NA= Not Available

NB= Only regular school year allocations are included. Addendum, reallocation, and summer budgets are excluded.

Table 9

Amount of Title I Funds Budgeted for Reading, Mathematics, and Other Programs: Fiscal Years 1967-74

	1967	1968	1969	1970	1971	1972	1973	1974
ELEMENTARY			NA					
Non-Identified Basic Skills	$234,704	$225,866		$193,933	$220,301	$297,368	$1,089,196	$1,119,448
Reading					231,873	218,702	293,788	410,786
Math				61,463	70,301	62,101	75,000	143,619
Special Education	104,481	126,373		126,539		158,499		31,106
Other Programs	245,275	286,935		69,529	133,770	39,932	137,556	146,508
ELEMENTARY TOTAL	584,460	641,174		451,464	656,245	775,702	1,595,540	1,851,467
SECONDARY			NA					
Non-Identified Basic Skills	483,107	457,650		119,528	212,217	211,454	408,342	312,404
Reading	8,932			3,900	4,570	86,531	106,031	122,333
Math								37,908
Special Education	17,356	17,605		47,319				
Other Programs	63,374	76,334		115,458	84,009*	110,358*	203,976*	177,620*
SECONDARY TOTAL	572,769	551,589		286,295	300,796	408,343	718,349	650,265
ELEMENTARY/SECONDARY			NA					
Non-Identified Basic Skills								
Reading				22,902			129,917	136,248
Math						31,889	39,982	
Special Education	140,434	70,616			151,841			
Other Programs	324,932	228,508		640,968	619,009	887,996		
ELEMENTARY/SECONDARY TOTAL	465,366	299,124		663,870	770,850	919,884	169,969	136,248
GRAND TOTAL	1,622,595	1,491,887	NA	1,401,629	1,727,891	2,103,929	2,483,858	2,637,980

NA- Not Available

NB- Only regular school year allocations are included. Addendum, reallocation and summer budgets are excluded.

*Only includes funds budgeted for Bryant VHS Center and Lincoln Learning Center.

Table 10

Percentage of Program Funds Budgeted for Reading, Mathematics, and Other Programs: Fiscal Years 1967-74

	1967	1968	1969	1970	1971	1972	1973	1974
ELEMENTARY			NA					
Non-Identified Basic Skills	40%	39%		54%	34%	38%	70%	60%
Reading					39%	28%	18%	22%
Math				11%	11%	8%	4%	8%
Special Education	13%	20%		23%		20%		2%
Other Programs	42%	41%		12%	2%	5%	8%	8%
ELEMENTARY TOTAL	100%	100%		100%	100%	100%	100%	100%
SECONDARY			NA					
Non-Identified Basic Skills	54%	83%		43%	71%	52%	58%	48%
Reading	2%			1%	2%	21%	14%	19%
Math								6%
Special Education	3%	3%		17%				
Other Programs	11%	14%		40%	28%[a]	27%[a]	28%[a]	27%[a]
SECONDARY TOTAL	100%	100%		100%	100%	100%	100%	100%
ELEMENTARY/SECONDARY			NA					
Non-Identified Basic Skills				3%			76%	100%
Reading						3%	2-%	
Math					20%			
Special Education	30%	24%						
Other Programs	70%	76%		97%	80%	97%		
ELEMENTARY/SECONDARY TOTAL	100%	100%		100%	100%	100%	100%	100%

NA- Not Available

NB- Only regular school year allocations are included. Addendum, reallocation and summer budgets are excluded.

[a]Only includes funds budgeted for Bryant YES Center and Lincoln Learning Center.

instruction (e.g. an aide program in which the aide assisted with reading and math instruction). This category does not include those reading or math programs that could be specifically identified. The special education category includes various special education projects and funding for SLBP teachers. Other programs includes art and music programs, health and lunch programs, funding for teacher aides, in some instances, and generally, all programs that could not be placed elsewhere.

Table 10 shows that the percentage of the elementary program funds going to basic skills (reading, math, and non-identified basic skills) rose from about 37% in the early years to about 90% in recent years. On the surface, it appears that the percentage of the secondary budget for basic skills dropped from over 80% in 1967 and 1968 to about 72% in 1970-74.

One reason for the apparent sharp increase in the percentage of elementary budgets allocated for basic skills in the past three years was the change in accounting procedures previously discussed in this analysis. For the first time in the 1973 budget funds used to pay the salaries of teacher aides were "broken out" by school rather than as a lump sum. Consequently, as table 9 reveals, the amount budgeted for non-identified elementary basic skills programs increased sharply, and the amount budgeted for combined elementary/secondary programs decreased substantially.

Despite accounting changes, the increased emphasis on basic skills funding at the elementary level was real. Substantial reductions in the percentage of funds allocated for "other" programs and special education took place. In 1974, about 90 cents of each program dollar going to the Title I schools was spent on basic skills.

The apparent drop in emphasis on basic skills at the secondary level is spurious. Since 1971, funds going to "other" secondary programs have been allotted to two projects (Lincoln Learning Center and Bryant YES) which have a heavy emphasis on the teaching of basic skills. If the proportion of funds devoted to basic skills could be broken out of the "other" budget it is likely that the secondary budget for basic skills would rise to 80% - 90%.

While most funds go to non-identified basic skills projects it may prove useful to look at funds devoted exclusively to reading or mathematics projects.

Since 1970, as Table 10 shows, the percentage of program funds devoted to reading projects in elementary schools ranged from 18% to 35%. Math funds ranged from four percent to 11%.

In the secondary schools, reading funds ranged from one percent to 21%. Funds exclusively for math were not identified until 1974, when six percent was allotted.

In broad terms, it appears that three to four times as much money was budgeted exclusively for reading as was budgeted for math. The bulk of the funds, however, were budgeted for combined reading and math projects.

In summary, this analysis has shown that about 87 cents of each Title I dollar was budgeted for programs. Over two-thirds of program funds were budgeted for elementary school programs and about 90% of this money was devoted to basic skills instruction.

The final section of this report discusses findings and makes recommendations.

CONCLUSIONS AND RECOMMENDATIONS

This report is the Minneapolis Public Schools Annual Title I Evaluation Report to the Minnesota State Department of Education.

In 1973-74, the Minneapolis Public School district was fairly typical of urban centers across the nation. Student population continued to decline. Two-way busing efforts toward desegregation, and an administrative decentralization program, were in progress. Long term trends of increasing minority population concentrations and low income families continued in the city. Title I Target Area concentrations of poor and minority people became even more noticable. One-third of the schools in the city were designated as Title I schools. About 10,500 students in these schools were eligible for Title I assistance.

Title I educational programs reflected the national trend away from the early days of Title I which included cultural activities, food and clothing provision. Emphasis on basic skills continued with further attempts to serve those children with the greatest needs.

A 67 person Parent Advisory Committee (PAC) played an important role in the development of Title I programs, their operations and their evaluation. A survey of these members showed that participation was good and that the involvement was generally satisfying to the PAC members. PAC members endorsed the Title I Application.

Needs of Title I students were assessed using a state developed Needs Assessment form which combined standardized achievement tests and teacher judgment. Using this form, 85 percent of the Title I students were judged to be in need of reading assistance while 80 percent of Title I students were judged to be in need of math assistance. Typically, about 1,000 students at each grade, grades K-9, were eligible for Title I assistance.

In 1973-74, 173.6 staff positions and 492 full and parttime teacher aides were funded by Title I in the Minneapolis Public Schools. Forty-two percent of the staff positions were occupied by supplementary reading and mathematics teachers.

The evaluation of the Title I Program, conducted by the Research and Evaluation Department of the Minneapolis Public Schools, focused on individual project evaluation, progress toward major program goals, a

trend analysis of achievement test scores from 1965 through 1973, and an analysis of project operations and budget allocations.

Three of the five major program goals were met:

Title I students in grades 1-6 maintained a distance between themselves and non-Title I students on reading achievement test scores, as predicted.

Reading achievement test scores of Title I students in grades 7-9, in public and parochial schools, exceeded their reading achievement goals.

Progress on mathematics mastery tests exceeded expectations in grades 7-9.

Results for grades 7-9 were clouded by sampling procedures which selected the lowest scoring students thus introducing errors of regressions.

It was predicted that 1973 Title I students would perform better in reading achievement than 1972 Title I students. Strictly speaking this goal was not met but 1973 students did perform as well as 1972 students. The goal for mathematics computational achievement was not met.

In grades 1-3, the long-range trends in achievement test scores since 1965 was up throughout the city and in Title I schools. Title I students maintained the distance between themselves and non-Title I students. No closing nor widening of the gap was noted.

Over the same period of years, the percentage of low income children and minority children in Minneapolis increased substantially. In the Title I schools in Minneapolis the increase was much greater than in the rest of the city. One may question why test scores rose in Minneapolis at a time when the student population on which these test scores were based was becoming <u>increasingly</u> poor and <u>increasingly</u> composed of minority students. For a number of reasons, test scores are correlated with economic level and race. One might predict, based on previous experience in other cities, that test scores would drop in Minneapolis over this period of time. This has not been the case.

One may also question why the Title I students have maintained the distance between themselves and non-Title I students. Since the concentration of poor and minority students in Title I schools has increased at a much greater rate than throughout the rest of the city one might predict a widening of the gap. Why does this gap not widen?

It is possible that the traditional relationship between test scores and minority and low income children does not hold. It is also possible

that the Title I program has had an impact and is overcoming these traditional relationships.

Conclusions are somewhat clouded by the fact that trend lines are based upon Title I schools and not on individual Title I students. Also, other programs for disadvantaged students have been in operation concurrently with Title I. Notably, ESAA operated in several of the Title I junior high schools in 1973-74. Specific program impact could not be determined.

Outside influences, such as educational TV may have played a role. The patterns of achievement test scores for Title I students and non-Title I is quite similar. Similarity of patterns suggest that whatever forces are influential are influential on both groups of children.

RECOMMENDATIONS

1. Future evaluations of program impact should use individual Title I student test data. Desegregation of the schools will make Title I school trend analysis meaningless.

2. The PAC should play a greater role in the evaluation process in accord with state and federal guidelines. How PAC's can do this as individual building committees are developed needs exploration.

3. Individual project evaluation should be discontimued. Several projects have been evaluated over a period of years and results appear to have stabilized. These projects include the Mobile Learning Centers, Bryant YES Center, Lincoln Learning Center, and English Basic Skills. Other projects are now operated primarily with local funds, e.g. the Basic Skills Centers. Some Title I activities cannot be defined as "projects," e.g. Auxiliary Personnel. If project evaluations are to be conducted they should focus on activities which have clearly defined objectives and operations related to those objectives.

4. The analysis of management processes and budget should be continued. Initial review of Title I management, budget and evaluation has indicated that more detailed information is needed. Implementation of the self-analysis review developed by the U. S. Office of Education should be helpful.

5. The relationship of income and race to achievement test scores should be studied for Minneapolis students. Research from other cities indicates that low-income and minority children typically do not score as well as white, middle-income children on standardized achievement tests. We suspect that this relationship holds for Minneapolis students but do not have specific evidence. If the relationship can be shown to exist in Minneapolis than the argument for Title I impact will be strengthened since Title I schools in Minneapolis have not fallen further behind non-Title I schools even though the proportion of low-income and minority children has increased in the Title I schools.

6. Continued administrative review of the expenditures for secondary school programs appears desirable. For example, the Bryant YES served 30 pupils at a per pupil cost of $3,333. The Lincoln Learning Center served 60 pupils at a per pupil cost of $648. The Bryant CEC served 483 pupils at a per pupil cost of $277. These three projects, which served about 570 pupils, accounted for over a quarter million dollars in Title I funds. These expenditures must be viewed in light of the benefit for the students in these programs. This recommendation is made solely on the basis of apparently high expenditures for certain secondary school programs.

APPENDIX A

SUMMARY OF 1973-74 TITLE I PARENT ADVISORY COMMITTEE SURVEY RESULTS

Summary of 1973-74 Title I Parent Advisory Committee Survey Results

1. Did you have a clear understanding of the purpose of the Title I Advisory Committee?

   21 Yes 3 No 2 Some Other Answer

   . I don't understand quite what is expected of me as a parent or how much input from parents they want

   . Sometimes I feel it is just a rubber stamp

2. Do you feel that you have a good picture of the Title I programs operating in the school that you represent?

   21 Yes 3 No 1 Some Other Answer

   . Have not been invited in to see the program in action

   . I know what they are doing but have not sat in on and observed the programs

   . Getting better

3. What did you particularly like about the Committee's operation this past year--if anything?

   . See other school programs

   . Continued participation and interest shown by involved parents which made committee operation workable

   . Seeing other schools operation

   . Meeting at different schools and learning their operations

   . Being able to go visit some of the other buildings and seeing their different math and reading labs and their different programs

   . Seeing the different programs that Title I offered in reading and math

   . Visiting programs

   . Very informative and creates closer contact and understanding with the school

   . We seemed to have gotten more involved with operations

   . Usually quite on time, business conducted quickly

   . Visiting other schools at our meetings to see how they spend their money

   . Everyone's involvement

   . The explanation of each new proposal for the math or reading, etc.

   . Good participation and I felt welcome

   . Visiting other schools programs gives a better insite (sic) to available help

   . Responsiveness to questions when asked - friendliness of representatives and federal projects staff

   . The visiting of the different schools for their programs

   . Learning about the Title I programs the different schools have

   . Liked the field trips to schools and meeting the teachers and seeing the actual materials used - liked finding out how the children were tested - I found some of the materials very fascinating

   . Kept to the time of adjournment

   . Wasn't Title I

- The definite starting and quitting times of the meetings - definitely a plus for the committee - like to get involved but hate dragged out meetings
- Parents getting involved

4. What did you particularly dislike about the committee's operation), if anything?
   - I felt there weren't enough opinions being expressed about what was happening at the schools
   - Sometimes felt lost in statistics - had to figure out right questions to ask
   - All the papers written in language and terms the untrained person doesn't understand
   - Decisions already made before meeting - however resolved
   - Nothing
   - When they got off on a tangent that didn't really concern the Title I
   - At times it was hard to understand things that were going on in legislation
   - None - it was operating to its best of knowledge
   - Some long winded participate
   - We don't understand enough of the information need more education
   - None

5. What would you say has been the major accomplishment of the committee this past year--if any?
   - Better understanding of Title I
   - Seeing that all Title I students get full advantage of Title programs
   - Undecided
   - A clear showing of parent interest in other program in order to assist the children of the area
   - Part C funding for intermediate reading
   - Better understanding of Title I
   - Educating parents about Title I programs
   - The explanation of funds and the purpose of the programs
   - Better acquaint more parents of added opportunities for their children
   - Making people more aware of the programs
   - Giving everyone a clear picture of Title I and I feel we turned into a cooperative friendly group very dedicated to being in on what's being done for our children
   - Evaluation that have been done - inservice
   - Undecided
   - Ended year with enthusiasm to do more this year

6. What benefit did you, personally, get from serving on the Committee--if any?

- Learned a little about Title I
- A very good picture of our educational system
- Lots of info didn't have any friends
- The way some of the money is used in the schools is what I learned
- Learned a lot of things
- The knowledge I was helping to see that disadvantaged children have another change to have extra help
- Visiting Title I facilities in other schools
- More insight into the Title I programs in the city
- Made one feel that as a parent, my thoughts and wishes were important and I felt I was helping my child very definitely by being here and voting on Title issues
- Seeing the Title I programs in action
- I felt I was helping my own kids by knowing more what was going on in their school at this time
- I learned that many educationally disadvantaged children could be helped with the aid of Title I funds!
- More interest in our school than before
- Learned about different ideas and math and reading labs and shared them with parents, teachers, and aides
- Pride in my school I represent and also inner-city schools
- A better understanding of the difficulties the school system has in setting up programs, bookkeeping and attempts to predict what contracts will do - bringing the understanding to other parents
- Makes me a better person in my school and community
- Learning more about the different programs offered the boys and girls
- Learning more about the Title I advantages and its different newer programs
- Involvement with more people from different areas

7. What should be done to improve the operation of the Committee this year?

- More talking and suggestions
- It's doing fine the way it is
- More education programs
- Work on attendance
- More parent involvement from the target schools
- Pretty well satisfied
- Get materials to the members or instruction as to how the council should be operating so the representatives can be more effective

- More parent involvement
- Visit more schools and places like the Basic Skill centers
- Get to know each other - be less dependent on staff for programs - better communication and principals

8. Are there some things that should be done to help all members participate more fully in Committee operations?

- Verbal roll-call - small group
- Asking questions - receiving answers and information for their own schools
- Orientation - making parents understand
- Yes, I feel perhaps breaking into small groups sometimes would encourage some people to voice an opinion
- Maybe taking part in the discussions
- More education so we can learn how to ask questions and basic knowledge
- There isn't enough discussion among parents
- I think some of us are less than frank with our opinions - I don't know what can be done about it
- Making the audio part better - do have some difficulty hearing in some bldgs., mostly 807 Broadway
- Well organized
- More sub committee with meetings
- To encourage the timid to speak up so the meetings are not dominated by the same people
- This can be expected of veteran members and encouraged from new members, however it should not be expected of new members since it takes a year to begin to know what's going on

9. Which Title I programs did you have a chance to visit since September 1973?

All said this was an effective program except one (the program was not named).

The names of the programs and the number of people who attended them were:

Ascension 1, Basic Skills 2, Clinton 1, Corcoran 9, Franklin 6, Harrison 8, Inservice Training 1, Lehmann Center 2, Madison 1, Phillips 2, Seward 12, St. Anne's 1, St. Cyril 1, Summer School 2, Holland 3, Holy Cross 1.

10. Would you be able to visit some projects during this school year?

18 Yes 3 No 5 Not Sure

11. If you can visit some projects, which ones would you like to visit?

- Bethune-Motor Skills Development
- Basic Skills Centers, Reading Resource Center, Math Resource Center
- Bryant YES Center, IMC, LLC

- North High, Webster, East Side Basic Skills
- Need to know what's available and new
- Lincoln Learning Center
- Webster, East Side Basic Skills
- Lehmann Center

12. About how many Committee meetings were you able to attend?

1. 19 All, or nearly all, of them
2. 3 More than half
3. 3 Just a few
4. 0 Only one or two

13. Do you have any other comments or suggestions about the Committee or Title I Programs?

- More parent involvement
- Not yet
- Please continue to listen to parents' ideas
- Keep up the good work. I know my children are benefiting from their participation in the Title I program.
- None
- More education programs
- It is a terrific program. I enjoy its meetings, committee members, etc.
- I'm pleased with them (meetings) and their results. I feel parents should be informed their children are Title I and how they are being helped
- No
- More education programs

14. Are you a regular or alternate committee member?

1. 21 Regular 2. 5 Alternate

(one marked ex-officer and one marked both)

Research and Evaluation Department

10/74

APPENDIX B

PROPOSED EVALUATION PLANS FOR 1973-74

DEPARTMENTAL
CORRESPONDENCE

Minneapolis Public Schools
Minneapolis, MN 55413

Date March 14, 1974

To Larry Moon

From R. W. Faunce

Subject Evaluation Plans for Title I, 1973-74

This memo outlines our evaluation plans for Title I for the 1973-74 school year. Procedures for collecting the information required by the State Department of Education, as outlined in Title I, ESEA Regulations and Guidelines 1973-74, are described. The Operational Guidelines, attached, gives detailed information on when information is to be collected, person responsible for the collection of this information, and the sources of information. Minor variations from the Guidelines, as negotiated with Mr. Bezanson, are noted in the comments section.

We feel that adherence to these guidelines will enable us to meet the October 15th deadline for the Annual Report to the State.

Here are the major components of our evaluation plan:

1. We will be able to provide, essentially, the information outlined in the regulations and guidelines on pages 49 through 51. This information includes objectives, participants, personnel, procedures, measuring devices, conclusions and recommendations, budget and parent involvement. Since much of this information is of an administrative nature, such as location of equipment, it is obvious that we will have to work cooperatively in many areas in developing this final report.

   We view the state requirements as a minimum kind of evaluation. In the main, these minimum requirements fulfill the demands of the state and federal government. However, much more needs to be done if the evaluation is to provide a better picture of the Title I impact for state and local officials. Accordingly, we plan the following additional approaches to evaluation.

2. The achievement trend analysis, since 1965, as reported in our 1972-73 report would be continued and strengthened. A comparison will be made of achievement test scores in Title I schools, in non-Title I schools, and the schools which have been in-and-out of Title I over the years.

3. Analysis of achievement test scores in each individual Title I building will be performed. This analysis is in keeping with Dr. Davis' interest in identifying outstanding Title I schools.

4. The budget trend analysis since 1965 will be performed. This analysis will enable us to know whether or not there has been a substantial change in the proportion of funds allocated for the various projects (Reading, math, etc.) and for elementary or secondary schools. We shall also compare expenditures for primary and intermediate grades whenever possible.
5. A fourth year analysis of the Title I Reading Program achievement data will be performed, following up on the three year sibling control study conducted by the Educational Testing Service. We shall also try to provide a descriptive picture of the current reading programs in each of the Areas.
6. A number of individual project evaluations will be performed focussing on progress towards specific objectives. Tentatively, these evaluations have been identified as:
   1. Intermediate Reading Project
   2. The Elementary Mathematics Project
   3. Basic Mathematics Skills Development
   4. Mobile Learning Centers
   5. English Basic Skills
   6. Lincoln Learning Center
   7. Bryant YES
   8. Bryant CEC

   Our emphasis in these evaluations will be on hard evaluation data; we shall not provide the in-depth descriptive material previously provided in the Project Directors' reports.
7. We shall continue our analysis of affective measures in Title I schools. A report on student attitudes in Title I Secondary schools will be completed in time for the annual report. We shall make some exploration into measures to be used with elementary school Title I children.
8. Some exploration must be made to prepare us for the impact of desegregation in September 1974 and the effects it might have on Title I schools and programs. Without time devoted to this planning it is hard to see how a meaningful evaluation design for Title I can be developed for next year.

9. A process evaluation of Title I - C funds expeditures will be conducted.

In view of this heavy evaluation schedule, I recommend that you ask the state to not require that we use the Needs Assessment instrument as an evaluation tool. I think that approach is unprofitable and would only detract from other more meaningful evaluations outlined in this plan.

BWF:dm

Enc:

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